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General Plan City of Daly City

Housing, Land Use & Circulation Elements



Adopted November 1987

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The Sunset District. Looking towards lands end. San Francisco c. 1953
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**General Plan
Housing, Land Use and Circulation Elements
Adopted November 1987**

**Prepared For:
City of Daly City**

**Prepared by:
Planning Division
Department of Economic
& Community Development**



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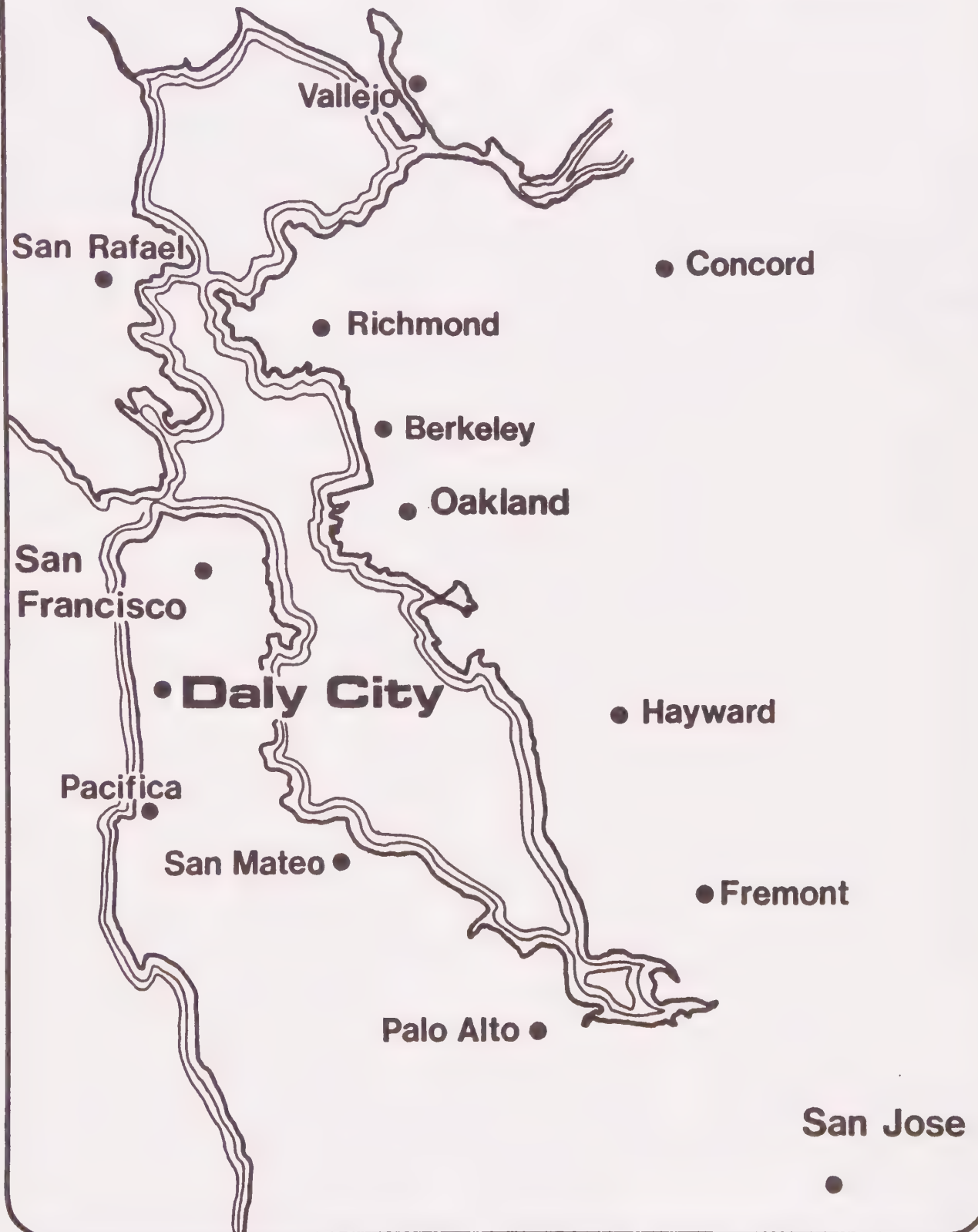
GENERAL PLAN 1987: AN INTRODUCTION

This document comprises the Housing, Land Use and Circulation Elements of the General Plan. Within the context of these three elements, the areas of employment, housing, and open space are identified and the public services and circulation improvements needed to service those land uses are defined. The intensity, placement, and manner in which these uses interrelate forms the basis for the City's design, its livability and its economic stability.

Prior General Plans and subsequent development have largely shaped the overall form of Daly City. Most basic facilities are in place. Future community focus will involve improving the basic community form, guiding redevelopment and carrying out adjustments in response to ever changing circumstances. The community must remain open to innovation and new approaches which will help blend the new with the old while fostering the objectives of the plan.

The General Plan is a document used by decision makers to evaluate proposals from ideas generated in the private market place. However, it is more than a document used to react to proposals; it provides a vision for the future, a mission statement for the City. It is also a document to be used by the community in order to better understand future land use decisions. Therefore, an emphasis has been placed on creating a document which is both a planning tool to be used by City government as well as an educational document to be used by the community.

Regional Location





Housing Element

1

1 Introduction

Scope and Role of the Housing Element

All too often housing plans are dominated by statistics. Carefully assembled, classified and tabulated data that, after manipulation through sophisticated analytic techniques, tells us there is or is not a problem. What these analyses seldom do is relate housing to a social purpose. Concern is focused on the number of new units or the mixture of unit types instead of the basic human need for adequate shelter. As long as the housing problem is described in terms of quantified data, the social implications of housing policy will be poorly conceptualized. This Housing Element contains a substantial amount of quantified information because, in part, California State Law requires it. At the same time the plan attempts to consider housing in a wider social context and in so doing recognizes the diverse housing needs that exist in Daly City.

This Housing Element provides a comprehensive analysis of the status of housing in Daly City, and sets forth a goal, objectives, policies and programs to improve the quality of the City's housing stock and increase housing opportunities. It does so at a time when the entire Bay Area faces an enormous housing crisis. The element provides a framework for evaluating specific housing proposals; establishes a coordinated, realistic course of action for dealing with Daly City's concerns; and is intended to be a tool for decision-makers.

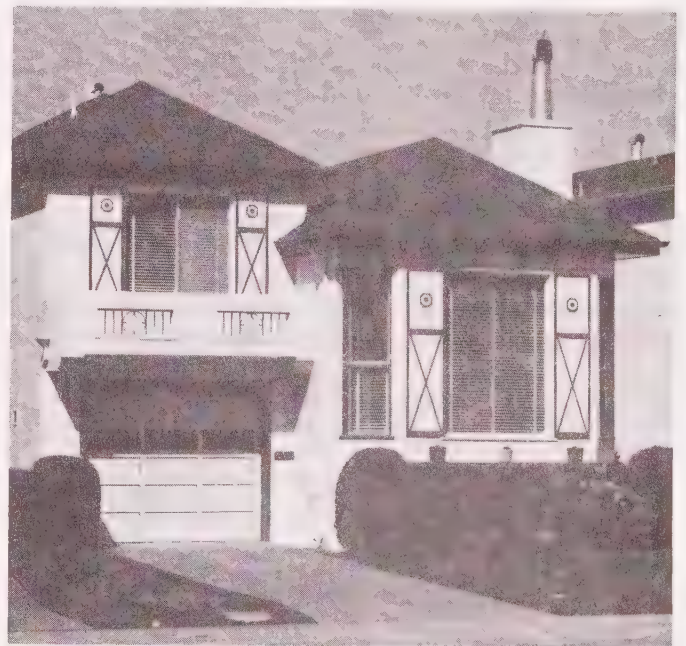
For a variety of reasons, the production of housing units falls far short of the demand for housing. The need for housing is discussed along with the current housing situation. The forces at work in the Bay Area's housing crisis are, for the most part, beyond the control or influence of the City. For this reason the programs that are being proposed to be undertaken by the City deal with the symptoms of the housing crisis and not the causes. Nevertheless, the City should make an effort to address the problem.

What can the City do to increase housing opportunities? The City can assure that sufficient sites exist for housing and that these are acceptable to the City's residents; provide land use incentives for the production of housing units; assist in the financing of housing through housing bonds, etc.; and establish a regulatory system that protects the consumer while creating a favorable climate for new construction.

What can the City do to maintain the quality of the existing housing stock? The City can continue to enforce code requirements and seek to prevent construction that is substandard; provide financial assistance for those who cannot afford home improvement costs; establish guidelines that assure neighborhood compatibility; and create a process for enforcing code requirements that recognizes resource and personnel constraints.

State Planning Law

The Housing Element is designed to comply with the specific requirements of State law as regarding the contents of a Housing Element (California Government Code, Section 65580). The element is divided into five major sections. The Background Data and Needs Assessment section reviews population and household characteristics and trends; housing conditions and market characteristics; and projected housing needs. The Constraints To Residential Development section discusses both governmental and non-governmental constraints. The land suitable for residential development is discussed in the next section. The fourth major section of the Housing Element outlines the City's Housing Goal, Objectives and Policies. It sets a direction and destination for the efforts undertaken by the City. Finally, Housing Programs, both existing and proposed, are reviewed in the last major section of the element.



A Westlake home showing four decades of care.

2 Background Information

This section of the Housing Element assesses the housing needs of the City of Daly City by analyzing various social and economic factors that characterize the housing situation of the City. Background data on the population and housing characteristics of Daly City, as well as the trends observed in each, assists in defining the problem. This information is also critical in establishing which strategies should be chosen for correcting the problem.

Population Growth and Age Structure

Growth Trends

Between 1970 and 1980, Daly City experienced a large increase in population, growing at a rate of 17.3%. This growth rate was considerably higher than that of San Mateo County as a whole. Table 1.1a indicates that the City of Daly City's population grew at a rate of almost three times that of the County, rising from 66,922 persons in 1970 to 78,519 persons in 1980.

Table 1.1a
Population Growth 1970-1980
and Percent Increase

	1980	1970	Percent Increase 1970-1980
City of Daly City	78,519	66,922	17.3%
San Mateo County	587,329	557,361	5.3%

Source: 1970 and 1980 Census

Since 1980, Daly City's rate of growth has slowed considerably and the average annual percent increase has equaled that of the County's. Both the City of Daly City and San Mateo County's grew by 4.6% between 1980 and 1987. As indicated in Table 1.1b below, the City population has been growing at a steady pace, up from an estimated 78,700 persons in 1981 to an estimated 82,543 in 1987.

Table 1.1b
Population Growth 1981-1987
and Percent Increase

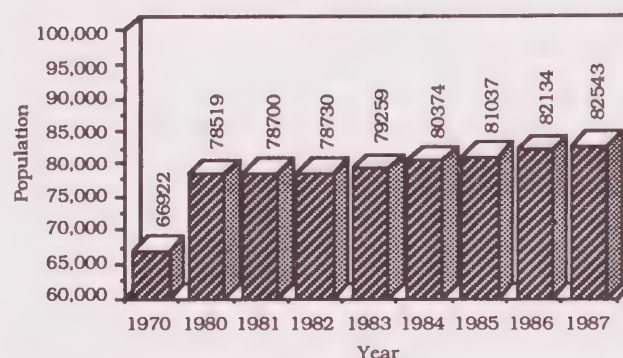
Years	City of Daly City Population	% Increase	San Mateo County Population	% Increase
1981	78,700	0.23	588,497	0.19
1982	78,730	0.04	589,430	0.19
1983	79,259	0.68	593,531	0.16
1984	80,374	1.4	603,630	1.7
1985	81,037	0.82	606,197	0.43
1986	82,134	1.3	613,982	1.26
1987	82,543	0.5	617,089	0.5
1980-1987		4.6		4.6

Source: State Department of Finance Estimates 1981-1987

It should be noted that the above figures represent estimates prepared by the State Department of Finance and are based upon a variety of factors including building permit data, vital statistics and driver's license records. While they represent an estimate of the current population, based upon field investigations by both the Building and Planning Divisions these figures appear to be low. These figures do however give an indication of the population growth trend which has occurred over the past five years.

Figure 1.1a illustrates the population growth of Daly City from 1970 to 1987. Were this graph to be adjusted for the variable time increments, it would still illustrate the rapid increase in growth between 1970 and 1980 and the relatively slow rate of growth between 1980 and 1987.

Figure 1.1a
Daly City Population 1970-1987



Population Projections

The Association of Bay Area Governments (ABAG) is the regional agency responsible for producing economic and demographic projections for the nine county Bay Area region. ABAG uses 1980 Census figures as the base figure for their projections and forecasts the population in five year increments up to the year 2005. ABAG uses a Regional Economic-Demographic System (REDS) to produce these projections. This system uses a Cohort-Survival Model to project population. The Cohort Survival Model is based upon age-specific fertility and survival rates as well as migration rates and projects population for each five year "age-cohort." ABAG produced population projections in 1983, 1985 and 1987. These figures are presented in Table 1.1c and illustrated in Figure 1.1b on page 3.

Table 1.1c
ABAG Population Projections
1983, 1985 & 1987

	Years Projected					
	1980	1985	1990	1995	2000	2005
ABAG Projections 1983	83,995	85,900	88,200	88,500	86,100	N/A
ABAG Projections 1985	83,658	87,700	88,300	87,200	86,700	87,500
ABAG Projections 1987	83,658	87,700	93,400	93,800	92,400	92,700
Adjusted Projections using 1980 Census figure	78,519	82,315	87,336	87,708	86,379	86,659

Source: ABAG Projections 1983, 1985 & 1987

As indicated by the table above and figure below, Daly City will reach its peak population around 1990. It is important to note that these population projections include Daly City and all unincorporated areas within its sphere of influence as determined by the Local Agency Formation Commission (LAFCo.) In order to compensate for the additional persons included in these projections that are not within Daly City's city limits, these figures have been adjusted and are presented below the ABAG Projections. The figures were adjusted by first determining the percent change for each of ABAG's five year projection. The percent change was then applied to the 1980 Census figure of 78,519 to establish a 1987 adjusted projection. This was then repeated for each subsequent five year projection up to the year 2005.

Age Composition

The age structure of Daly City is very similar to that of San Mateo County. As indicated by Table 1.1d, all four age groups presented are similar with the 5-17 year old age group being slightly higher and the 65+ year old age group being

Table 1.1d
Age Composition and Comparison, 1980

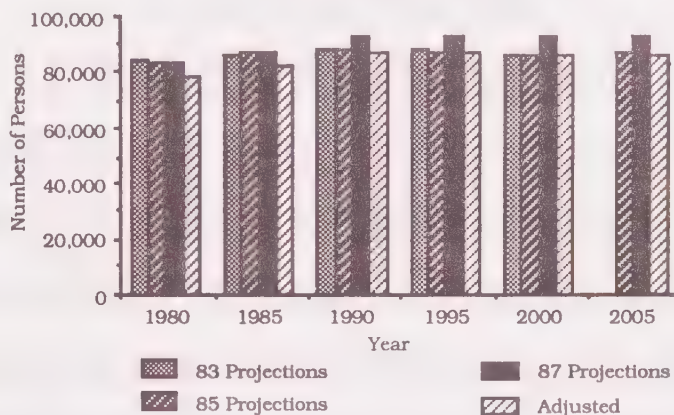
AGE	Daly City	% of Total	S.M. County	% of Total
0-4	5,558	7.10	34,615	6.00
5-17	14,819	18.90	104,200	17.70
18-64	51,292	65.30	386,466	65.70
65+	6,850	8.70	62,048	10.60
Total:	78,519	100.00	587,329	100.00
Median Age	30.7		32.9	
Persons by Sex			Total	Median Age
Male:			37,852	29.9
Female:			40,667	31.4

Source: 1980 Census

slightly lower than that of San Mateo County. The most notable difference is the median age. The median age for Daly City is approximately two years younger than that of San Mateo County.

Figure 1.1c on page 4 illustrates the age composition of the City for both males and females and also illustrates the changes that have occurred over the ten year period between 1970 and 1980 for these two groups. As shown in Figure 1.1c, there has been an increase in the number of people between the ages of 15 and 84 with the most notable increase in the 15-44 and 55-74 year cohorts. Increases in the 55-74 year cohorts can, in part, be attributed to the increase in life expectancy due to medical and technological advances. There

Figure 1.1b
ABAG Population Projections



has also been a decrease in the 0-14 year cohorts. While the increases in the cohorts are expected, the decrease in the 0-14 cohort does not correlate with the increase in the female cohorts of child bearing age. The decrease in the 0-14 year cohorts may be attributable to the fact that both spouses have jobs or there could be an increase in single women of childbearing age.

Employment

Normal employment growth (i.e., residents with jobs) in Daly City can be closely correlated with the increase in population as stated previously in the population projections. It is assumed that even though there will be an increase in employment in the City in the near future, the increase in employment will not generate a significant increase in the need for new housing. Historically, Daly City has had a job deficit with 2.5 employed residents for every job in the community new employment opportunities will contribute to the balance of jobs and housing. Table 1.1e identifies the civilian labor force for Daly City, as presented in the 1980 Census.

Table 1.1e
Employment Status Daly City, 1980

Civilian Labor Force	Male	Female	Both
Employed	21,648	19,280	40,964
Unemployed	1,284	827	2,111
Not in Labor Force	5,816	11,844	17,660

Note: Civilian Labor Force = 16 yrs. +
Source: 1980 Census

Figure 1.1c
Population by Age Cohort

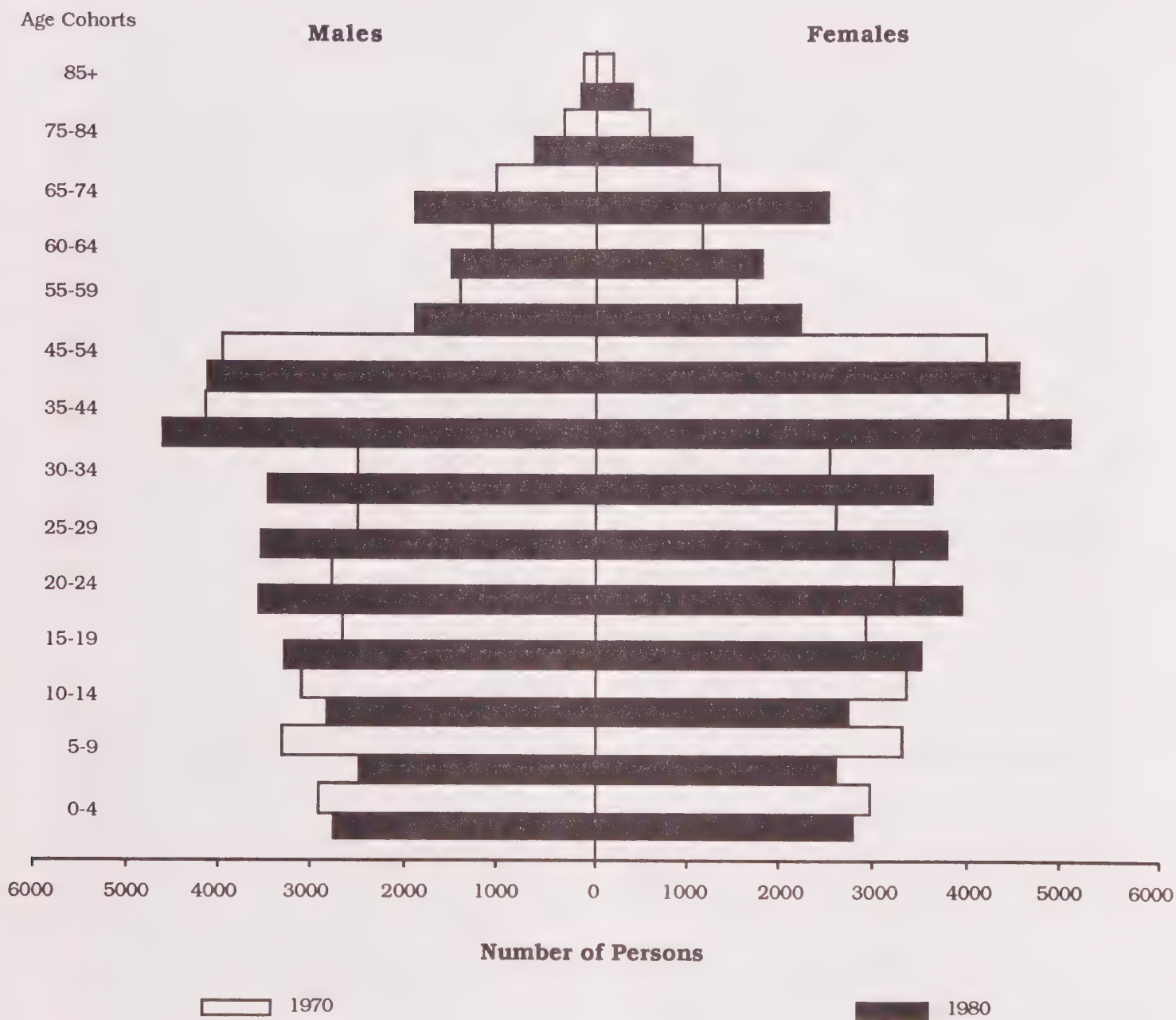


Table 1.1e on page 3 indicates that nearly seventy percent of the labor force in Daly City is employed. Historically, Daly City has been a bedroom community with a large percentage of its residents employed in San Francisco and other Peninsula cities.

Ethnic Characteristics

Daly City's ethnic composition has been compared to that of San Mateo County and is illustrated in Table 1.1f and Figure 1.1d. The table and figure indicate that over forty-one percent of Daly City's population is white, with the largest ethnic group being the Filipinos who comprise approximately eighteen percent of the population. The other significant ethnic groups are the

Table 1.1f
Race/Ethnicity of Daly City and San Mateo County, 1980

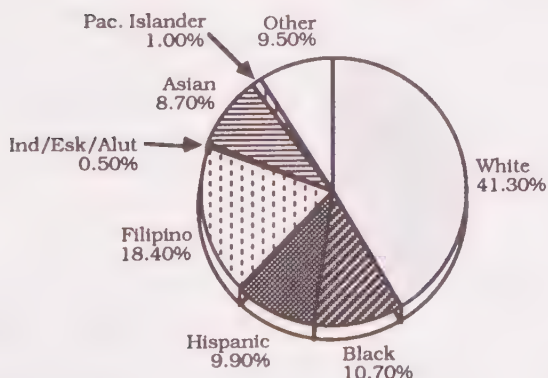
Race/Ethnicity	Daly City	% of total	S.M. County	% of total	Daly City as a % of County
White	32,402	41.3	413,194	70.4	7.8
Black	8,420	10.7	35,487	6.0	23.7
Hispanic*	7,784	9.9	45,295	7.7	17.2
Filipino	14,421	18.4	24,053	4.1	59.9
American Indian, Eskimo & Aleutian	422	0.5	2,481	0.4	17.0
Asian	6,813	8.7	29,300	5.0	23.2
Pacific Islander	735	1.0	2,952	0.5	24.8
Other	7,522	9.5	34,567	5.9	21.7
Total:	78,519	100	587,329	100	13.4

Source: 1980 Census

*Note: "Hispanic" for the purposes of the above table only includes persons of Spanish origin that were reported in the white racial group. All other Hispanic are included in their respective Racial/Ethnic group.

blacks and Hispanics who represent approximately eleven and ten percent of Daly City's population, respectively. Data for Hispanics is presented independent from other Race/Ethnic data in the Census and, because of this, Hispanics included in the white race category are identified in Table 1.1f and Figure 1.1d. The total number of

Figure 1.1d
Race/Ethnicity of Daly City, 1980



persons of Spanish origin in 1980 was 15,134.

Compared to San Mateo County, Daly City has a more mixed ethnic composition. Although

Daly City contains a high proportion of whites, its proportion is lower than that of San Mateo County, which is comprised of almost eighty percent whites. The relatively high percentage of minority population in Daly City, when compared to the County as a whole is evident in Table 1.1f. Daly City's population accounts for 13.4% of the County's, but significantly higher proportions of the non-white groups. Most notable is that Daly City contains only eight percent of San Mateo County's white population but almost sixty percent of San Mateo County's Filipino population.

Income

The 1980 Census provides the total income received during calendar year 1979, for persons 15 years old and over. Information regarding the household income levels for Daly City are shown in Table 1.1g. The figures represent the amount of income received by household and before deductions for income tax, social security, medical insurance, medicare, etc.

Table 1.1g indicates that the largest percentage of Daly City residents have a household income between \$10,000 and \$29,999 dollars per year. In comparing the median household income for Daly City against that of San Mateo County, Daly City as a whole is slightly less affluent than the County.

Table 1.1g
Household Income, 1979

Income Level	Total # of Persons
0-4,999	1,872
5,000-9,999	2,848
10,000-14,999	3,819
15,000-19,999	3,710
20,000-24,999	4,015
25,000-29,999	3,247
30,000-34,999	2,539
35,000-39,999	1,792
40,000-49,999	1,887
50,000-74,999	1,128
75,000 +	275

Median Income: Daly City: \$21,576
San Mateo County: \$23,175

Source: 1980 Census

The two tables, Table 1.1h and Table 1.1i, on the following page, indicate the number of persons below poverty level and low income households in Daly City compared to those of the County.

Table 1.1h indicates that Daly City has a slightly higher proportion of households below poverty level than San Mateo County as a whole.

Table 1.1h
Persons Below Poverty Level, 1980

	Total	% of Total	65+ Yrs. of Age
City of Daly City	5,462	6.9	401
San Mateo County	35,321	6.0	3,022

Source: 1980 Census

The 1980 Census definition of poverty reflects a nationwide threshold. No attempt has been made to adjust this threshold for regional or other local variations in the cost of living. Given the cost of living in the Bay Area, the below poverty households may be considered extremely poor. For example, the poverty threshold for a two-person household is \$4,723 and, thus, a couple with a combined income of \$4,725 or less than \$400 a month in 1979 would not be classified as living below the poverty level.

Table 1.1i provides a further breakdown of income groups. Levels of income presented in this table have been established by the U.S. Department of Housing and Urban Development. The "very low" income category is comprised of those households earning less than 50% of the aggregate of San Francisco, San Mateo and Marin Counties median income; "oth-

Table 1.1i
Existing Households by Income Group,
Daly City & San Mateo County, 1980

Income Group	Existing Households, 1980			
	Daly City		San Mateo County	
	Number	Percent	Number	Percent
Very Low	4,873	18.00	38,284	17.00
Other Low	4,873	18.00	36,032	16.00
Moderate	6,227	23.00	47,292	21.00
Above Mod.	11,099	41.00	103,593	46.00
Total:	27,072	100.00	225,201	100.00

Source: ABAG Housing Needs Determinations for the San Francisco Bay Area, 1983

er low" income households 50-80% of that median; and "moderate" which represents those households earning 80-120% of that median. The aggregate median income for San Francisco, San Mateo and Marin counties was \$20,700 in 1980.

According to the above table, thirty-six percent of Daly City households were within the "low" income category compared to thirty-three percent for San Mateo County. The next table, Table 1.1j, shows the percentage of households falling below 80% of the aggregate median income within each of the City's 17 Census Tracts.

As indicated in Table 1.1j, the Westlake Center (6008) Census Tract contains the highest percentage of low income house-

holds within the City, as almost 60% of the households in this Census Tract are considered "low" income. The Bayshore (6002), the School House Extension (6013) and the Civic Center (6012) Census Tracts have over 50% of the households classified as low income. Both the Westlake Center and Civic Center Census Tracts con-

Table 1.1j
1980 Census Data Profiles by Census Tract

Census Tract	Total Households	Low Income* Households	Median Income	% Low Income
6002 Bayshore	819	422	15,768	51.53
6003 Southern Hills	786	182	27,794	23.16
6004 Crocker	1,509	584	20,253	38.70
6005 Hillside	1,627	515	21,714	31.65
6006 Original Daly City	1,393	592	19,237	42.50
6007 Top of the Hill	1,822	889	16,869	48.79
6008 Westlake Center	2,891	1,713	14,286	59.25
6009 Westlake	1,474	394	25,324	26.73
6010 Westlake Palisades	1,984	382	28,815	19.25
6011 Westlake Terrace	1,934	458	25,167	23.68
6012 Civic Center	591	300	15,882	50.76
6013 School House Extension	1,475	816	15,378	55.32
6014 St. Francis	1,772	426	25,000	24.04
6015 Skyline Plaza	2,442	860	21,765	35.22
6016.01 Serramonte	1,488	526	20,421	35.35
6016.02 Serramonte Center	1,565	222	29,482	14.19
6016.03 Serramonte East	1,500	289	26,657	19.27
Daly City Total:	27,072	9,570	21,576	35.35

Source: 1980 Census

*Note: "Low income" for the purposes of the above table is defined as having a 1979 income as reported in the 1980 Census of \$16,650 or less, which corresponds to 80% of the aggregate San Francisco, Marin and San Mateo County's median income for that year.

tain a large number of multi-family apartments with below market level rents which could account for the high percentage of low income households in these tracts.

Households and Groups with Special Housing Needs

Household Size and Type

The majority of Daly City residents live in households compared to group quarters. The Census defines group quarters as being persons in living arrangements such as nursing homes or rooming houses, which are not households. In Daly City in 1985, only 587 persons lived in group quarters. Table 1.2a shows the total number of housing units, occupied units and household sizes for the years 1982-1987.

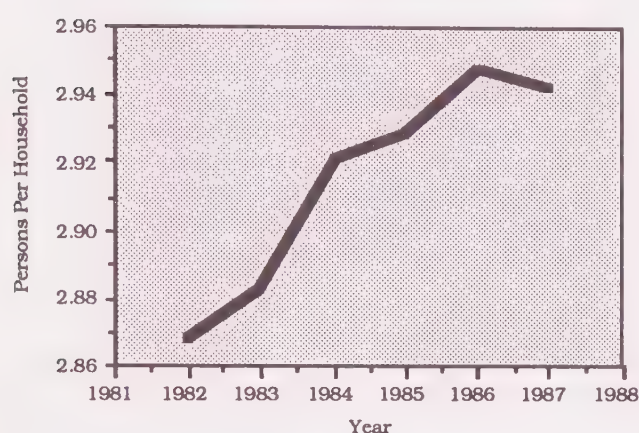
Table 1.2a
Housing Units and Household Size 1982-1987

	1982	1983	1984	1985	1986	1987
Total Housing Units	27,945	28,042	28,134	28,242	28,339	28,610
Total Occupied Units	27,236	27,288	27,310	27,477	27,691	27,888
Household Size	2.868	2.882	2.921	2.928	2.948	2.942

Source: State Dept. of Finance Est. 1982-1987

According to the 1980 Census Daly City had 27,811 total housing units with approximately 97% of those units being occupied. The State Department of Finance reported that in 1987, Daly City had a total of 28,610 housing units which represents a 1.5% increase from 1980. In the same time frame the percent of occupied housing units has stayed at 97%. Daly City's household size, defined as the average population per household, has steadily increased between 1980 and 1986, with the current household size being 2.942. This increase, illustrated in Figure 1.2, is a reversal of a long term trend toward smaller household size.

Figure 1.2
Household Size Over Time



Although the 1987 population per household in Daly City (2.942) appears to be small, in comparison with San Mateo County (2.576), Daly City's household size is nearly 13% greater. If the City's household size were to reduce to the County's average, an additional 4,000 dwelling units would be needed to house the current population. This figure can be substantiated by analyzing the household type and presence of children in Daly City. Table 1.2b shows that the households with

Table 1.2b
Household Type and Presence of Children, 1980

Household Type	Total #	Percent
Household with children		
Married Couple w/ children	8,258	
Male Householder, no spouse, w/ children	282	
Female Householder, no spouse, w/ children	1,530	
Subtotal:	10,070	37.1%
State Avg:		35.6%
S.M. County:		24.4%
Households with No Children		
Married Couple w/o Children	7,683	
Male Householder, no spouse, w/o Children	560	
Female Householder, no spouse, w/o children	1,326	
Non-Family Household	7,493	
Subtotal:	17,062	62.9%
State Avg:		64.4%
S.M. County:		75.6%

Aggregate Total: 27,132

Source: 1980 Census

children comprise approximately 37.1% of all households in Daly City. This figure is slightly above the state average of 35.6%, but well above San Mateo County's 24.4%. Thus, the higher percent of families with children in Daly City could account for the larger household size. Additionally, an increase in the number of houses shared by two or three families would also contribute to the household size trend.

Special Needs Groups

"Special Needs" groups can be defined as persons with work disabilities, households with persons over the age of 65, households with greater than six persons, farmworkers, and female headed

Table 1.2c
Special Needs Groups in Daly City, 1980

Households w/ Persons 65+, 1 Person:	1422 (5.2%) (1)
Households w/ Persons 65+, 2 Persons:	3537 (13 %) (1)
Total Elderly Households:	4959 (18.3%) (1)
Female Headed Households:	6956 (18.8%) (1)
Households with 6+ Persons:	2257 (8.3 %) (1)
Persons with a Work Disability:	1293 (2.3%) (2)
Persons with Occupation in Farming, Forestry and Fishing:	382 (.8%) (2)

(1) all occupied households
(2) persons 16-64 Yrs. of age

Source: 1980 Census

households. According to the 1980 Census, Daly City had the following number of "Special Needs" groups:

Two special needs groups of particular interest are the households with persons over the age of 65 and female headed households. These two groups combined represent over one-third of all occupied households in Daly City.

Another population group that typically has special housing needs is the disabled. According to the Center for Independence of the Disabled (C.I.D.), a non-profit community agency which provides assistance programs for disabled persons, the California Department of Rehabilitation reported in July, 1981 that there were 47,080 disabled individuals in San Mateo County. Daly City's population is currently estimated to be approximately 13.4% of San Mateo County's population. Applying this percentage to the County's disabled population and adjusting for the 1981-86 growth will result in a reasonable estimate of Daly City's disabled population. Using this method, Daly City's disabled population is estimated at 6,510. It is assumed that the number of disabled persons is equal to the number of households with disabled persons.

According to C.I.D., approximately 70% of this number or 4,557 households require accessible housing with special design features, e.g., appropriate dimensional reach, shelf heights, floor finishes, barrier free entrances and floor plans,

provision of turning radius for wheelchairs, etc. This percentage of the disabled represents persons with the following categories of disabilities: blind, deaf, cardiovascular, respiratory, muscular skeletal and neurological.

Data are not available on the number of disabled persons who, because suitable housing is not available, reside in housing that does not meet their special needs. The State Department of Social Services' Inventory of Community Care Facilities indicates that in January 1986, there were three residential care facilities in Daly City licensed for the care of disabled persons. These three had a combined capacity of twenty-two persons.

Estimates of the number of disabled households in various categories are presented in Table 1.2d. These estimates were derived using the same proportion of lower income households to total households in the City and the household

Table 1.2d
Estimates of Housing Needs for Disabled Households

	Elderly	Small Family	Large Family	Totals
All Disabled Households	976	4,948	586	6,510
Disabled Households with Special Housing Needs	775	3,372	410	4,557
Lower Income Disabled Households	199	867	105	1,171
Lower Income Disabled Households with Special Housing Needs	139	607	74	820

Sources: California Department of Rehabilitation
1981-1985 State Department of Finance

type percentages applicable to all lower income households. These are rough approximations of the disabled population of Daly City; of the disabled, those that reside in lower income households; and, of the lower income, those that may have special housing needs.

Existing Housing Stock and Market Characteristics

This section of the Housing Element examines the City's existing housing stock and contains a discussion of such factors as: Regional Housing Market; Overcrowding; Ability to Pay (Overpayment); Housing Tenure and Dwelling Unit Type; Vacancy Rate; and Housing Conditions.

Regional Housing Market

Daly City is a small segment of the regional housing market in the Bay Area. The housing crisis has become a part of life in the Bay Area. The region's housing problems—spiraling costs, in-

adequate supply, displaced poor, the homeless, racial segregation, etc.—are all consequences of not having been able to solve past housing crises. According to ABAG, the region will have 2.67 million households by the year 2005; an increase of 35% or 696,000 households from the 1980 Census count.

ABAG, as a part of its Local Policy Survey, has estimated how much land will be made available for residential development. By comparing this estimate to projected housing demand, the surplus or deficit can be calculated. For the Bay Area, the capacity/demand analysis shows a deficit of approximately 84,500 dwelling units. North San Mateo County is projected to have capacity for 12,200 new dwelling units and a sub-regional market demand for 17,800 which produces a shortfall of nearly 5,600 units.

This information, together with vacancy rates, infrastructure constraints, production limits and growth controls throughout the Bay Area, indicates that the region's housing crisis is likely to be ongoing. In attempting to summarize the magnitude of the region's housing problem, the Bay Area Council speculates that it soon may be easier to find a job than a place to live.

Overcrowding

The U.S. Department of Housing and Urban Development defines "Overcrowding" as having more than 1.01 persons per room. According to the 1980 Census, the City of Daly City had 2,751 overcrowded households or approximately 10% of all occupied housing units in the City. Based on a population per household figure of 2.88 persons, Daly City had a total population of 7,923 persons living in overcrowded households. In comparison, of the 225,201 occupied households in San Mateo County, 11,296 (5%) units are considered overcrowded. Based on a population per household figure of 2.58 persons, overcrowded households in San Mateo County accounted for a total population of 29,144 persons.

In Daly City, of all the units considered to be overcrowded, approximately 44% contained 1.51 or greater persons per room, and 44% were renter occupied. Therefore, the majority of overcrowded households contained between 1.01 and 1.5 persons per room and the majority of the households are owner occupied.

Ability to Pay (Overpayment)

The ability to pay or overpayment is concerned with the number of lower-income households, both owner and renter occupied, that are paying more than 25% of their monthly income for housing. The 1980 Census figures for "income by gross rent" and "monthly housing costs as a percent of income" were used to determine the number of households that are overpaying. Gross

rent includes contract rent plus utilities, if these are paid by the tenant. Owner costs or monthly housing costs include mortgage payments, insurance and property taxes.

Low income households were previously defined as those households whose income is equivalent to or below 80% of the aggregate median income of San Francisco, San Mateo and Marin Counties. Eighty percent of the median household income has been determined to be \$16,560. Using this figure as the "low income" limit, 9,570 households or 35% of all households in Daly City can be considered low income.

The number of renter occupied households in Daly City that are overpaying is 4,499. This is approximately 41 % of all renter occupied households and 17% of all occupied units. There are 1,517 owner occupied households that are overpaying, which is approximately 9% of all owner occupied households and 6% of all occupied units. Table 1.3a below illustrates the number of households and their relative income as a function of either rent or housing costs as a percent of their income.

Table 1.3a indicates that the total number of low income households, both renters and owners, that overpaid for housing was 6,016. This is approximately 63% of all low income households and 23% of all households in Daly City.

Table 1.3a
Housing Costs for Low Income Households
(Overpayment)

Monthly Cost or Rent as % of Income	\$0-4999		\$5-9999		\$10-14,999		\$15-16,560	
	Rent	Own	Rent	Own	Rent	Own	Rent	Own
0-19%	28	24	78	272	116	640	125	237
20-24%	0	44	86	105	406	127	256	50
25-34%	34	70	153	132	1,106	219	165	48
35% or greater	857	278	1,381	417	759	254	43	100
Total 25% +	891	348	1,534	549	1,865	473	208	148
Aggregate Total:	6,016							

Source: Estimated from the 1980 Census
using the State Department of Housing
and Community Development Guidelines

Housing Tenure and Dwelling Unit Type

The following Table 1.3b illustrates Daly City's housing tenure (owner vs. renter) patterns by housing unit type. According to this table, the majority of housing units in Daly City are single family residences and are owner occupied. This Census data does not include the tenure shifts due to the two recent condominium conversions (Crown Colony and Serra Heights).

Table 1.3b
Housing Tenure Patterns by Housing Unit Type, 1980

Unit Type	Year -Round Units			Total Occup.
	Owner Occup.	Renter Occup.	Vac./Seas. & Migratory	
1, Detached	11,696	1,880	16	13,592
1, Attached	2,778	807		3,585
2 units	204	392		596
3,4 units	154	1,481		1,635
5+ units	591	6,684		7,275
Mobile Home	385	64		449
Totals:	15,808	11,308	16	27,132
% of Total:	58.26%	41.68%	0.06%	100%

Source: 1980 Census

Single family residences are the predominate type of housing in Daly City. Table 1.3c below in-

Table 1.3c
Dwelling Units by Type, 1980-1987

Unit Type	Number of Units							
	1980	1981	1982	1983	1984	1985	1986	1987
Single Family	17,533	17,522	17,573	17,607	17,628	17,654	17,667	17,883
Multi-Family	9,817	9,836	9,911	9,989	10,051	10,123	10,207	10,262
Mobile Home	461	459	461	446	455	465	465	465
Total:	27,811	27,817	27,945	28,042	28,134	28,242	28,339	28,610

Source: 1980 Census & 1981-1987 State Dept. of Finance Estimates

icates that in 1980, approximately 63% of all dwelling units in the City were single family residences, while 35% were multi-family residences and only 2% were mobile homes. While the number of units in Daly City has increased from 27,811 in 1980 to 28,610 in 1987 the mixture of single family and multi-family units has stayed constant as single family residences still represented approximately 63% of all units in 1987.

While single family residences will continue to be the predominate type of housing in Daly City, multi-family housing in the form of apartments and condominiums will slowly start to represent a larger percentage of the housing in Daly City in the near future. According to the 1980 Census there were only 529 condominiums located in Daly City. Of these 529 units, approximately 43% (225) of these units were renter occupied. Since 1980, two major apartment complexes in Daly City have been converted into condominiums, therefore increasing the condominium stock without new construction occurring.

Mobile homes will continue to represent a very small portion of housing in Daly City. The Franciscan Mobile Home Park is the only mobile home park in Daly City and has a capacity of 501 units. According to state estimates for 1987, there were 465 mobile homes located in this park.

Vacancy Rate

The vacancy rate is a good indicator of the relative health of the housing market in the City. A low vacancy rate of less than 2% of "for sale" housing and 6% for rental housing, indicates a relatively "tight" market whereas a high vacancy rate indicates a weaker market. As indicated by Table 1.3d, the 1980 Census indicated that only 739 units were vacant, approximately 2.65% of

Table 1.3d
Housing Vacancy, 1980

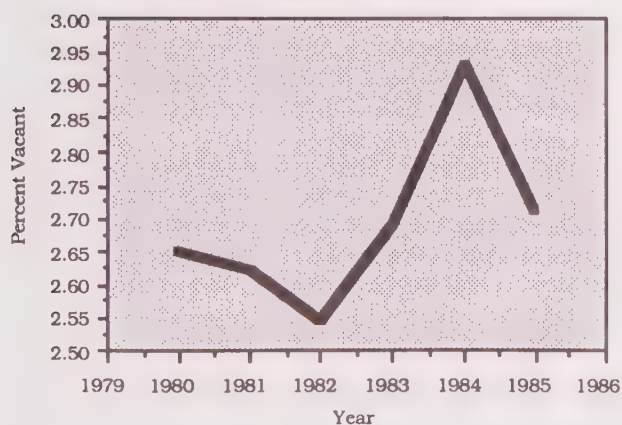
Vacancy Type	# of Units
For Sale	94
For Rent	334
Occasional Use	26
Other Vacant	285
Total:	739

Source: 1980 Census

the total number of housing units in Daly City.

In 1985, the state estimated the vacancy rate to be slightly higher at 2.71%. In the period between 1980 and 1985, the vacancy rate fluctuated between a low of 2.54 in 1982 to a high of 2.93 in 1984 with a mean vacancy rate of 2.69. Vacancy rates in Daly City are consistent with the broader housing picture in the Bay Area, where the demand for new housing exceeds the rate of new construction. Some implications of this supply and demand situation are discussed in the housing goal section of the Housing Element. Figure 1.3a below illustrates this trend.

Figure 1.3
Vacancy Rate, 1980-1985



Existing Housing Conditions

Between January and March 1986, the Daly City Planning Division conducted a windshield survey of the housing conditions which exist in the City. The survey evaluated six building components including: exterior walls; roofs; porches and stairs; windows; doors; and paint and exterior surfaces. An overall deficiency rating of sound, minor, major or critical was assigned to each structure based upon an evaluation utilizing these six building components. A rating of sound refers to no defects or minor defects that can be corrected by normal maintenance. Minor deficiencies are defects that require some light repair work and maintenance in addition to normal maintenance. Major deficiencies were defects that require substantial repair or replacement of structural or other components and Critical defi-

Table 1.3e
Housing Conditions Survey by Census Tract, 1986

Census Tract	Level of Deterioration (Number of Structures)			(Percent of Total)		
	Minor	Major	Critical	Minor	Major	Critical
6002 Bayshore	117	10	1	12.57	10.31	10.00
6003 Southern Hills	112	7	0	12.03	7.22	0.00
6004 Crocker	163	37	4	17.51	38.14	40.00
6005 Hillside	49	2	0	5.26	2.06	0.00
6006 Original Daly City	44	8	0	4.73	8.25	0.00
6007 Top of the Hill	89	22	4	9.56	22.68	40.00
6008 Westlake Center	3	0	0	0.32	0.00	0.00
6009 Westlake	34	0	0	3.65	0.00	0.00
6010 Westlake Palisades	91	5	1	9.77	5.15	10.00
6011 Westlake Terrace	55	0	0	5.91	0.00	0.00
6012 Civic Center	4	0	0	0.43	0.00	0.00
6013 School House Extension	34	4	0	3.65	4.12	0.00
6014 St. Francis	13	0	0	1.40	0.00	0.00
6015 Skyline Plaza	51	1	0	5.48	1.03	0.00
6016.01 Serramonte	0	0	0	0	0.00	0.00
6016.02 Serramonte Center	49	1	0	5.26	1.03	0.00
6016.03 Serramonte East	23	0	0	2.47	0.00	0.00
Daly City Total:	931	97	10	100	100	100

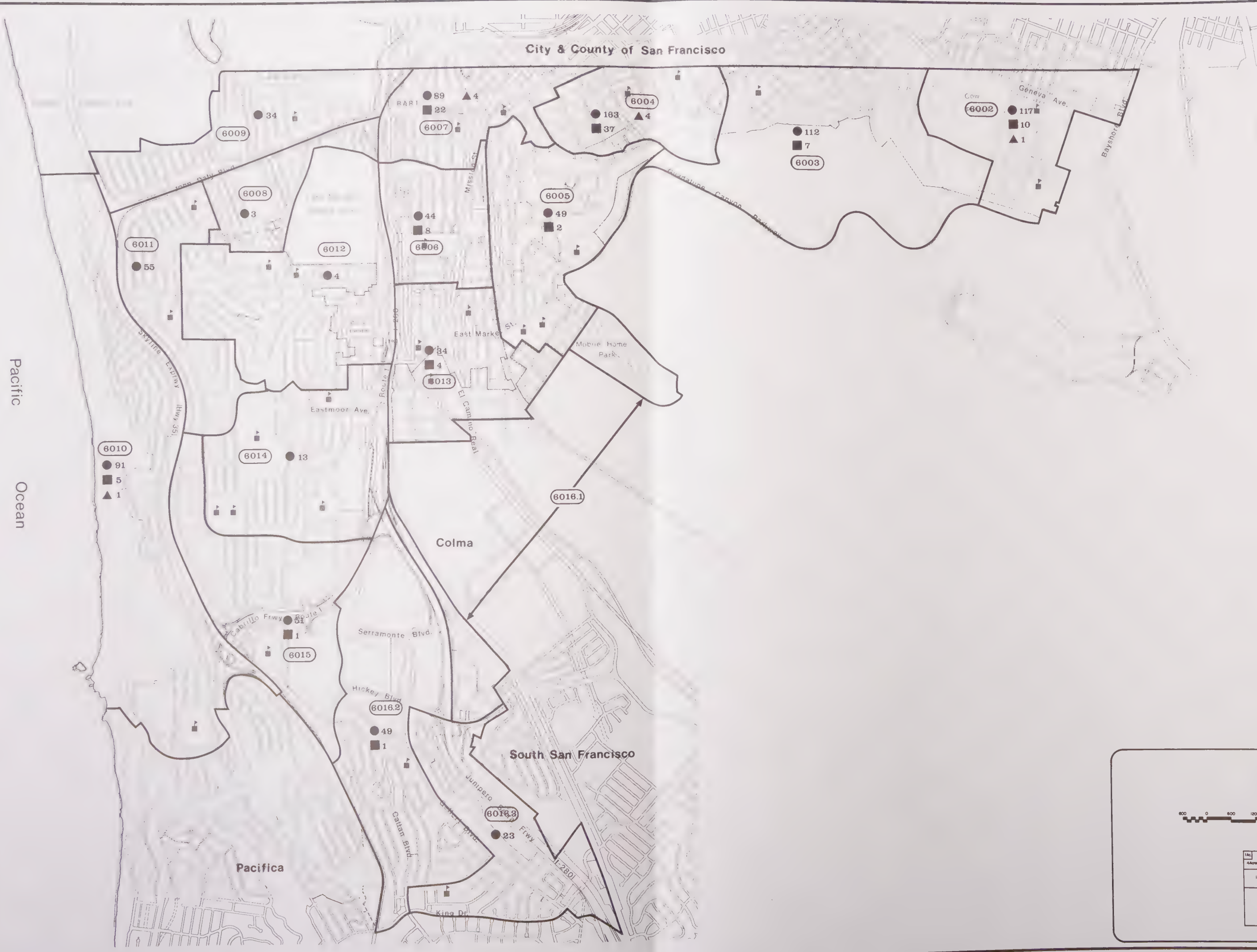
Note: These figures include both single family and multi-family structures
Source: Planning Division Housing Conditions Survey, June 1986

ciencies were those defects that are beyond repair or to an extent that they would probably not be economically feasible to repair.

In order to compare the figures created by the survey to those in the 1980 Census, the results were tabulated according to Census Tract boundary rather than neighborhood boundary as defined by the City. The results were tabulated according to both single family and multi-family units and structures. Mobile homes were not included. For single family residences, the number of units and structures are the same. However, for multi-family residences, the results were tabulated according to both number of structures and number of units per structure. This allowed for a comparison of the number of units rated as deteriorated per census tract to the number of units within that tract. Table 1.3e above illustrates the results of the survey and Map 1 on the following page graphically depicts those results.

HOUSING CONDITIONS SURVEY

- 6000 Census Tract
- Minor Deficiencies
- Major Deficiencies
- Critical Deficiencies



Planning Division February 1987

The results indicated that the City as a whole had 931 structures with minor deficiencies, 97 with major deficiencies and 10 with critical deficiencies. Of the 931 minor deficiencies, only 62 structures were multi-family and of the major deficiencies only 2 structures were multi-family. None of the multi-family structures exhibited critical deficiencies. It should be stressed that the results from any survey of this type, i.e., wind-shield survey, are general indicators, as opposed to definitive counts, of building conditions.

The Census Tracts located east of Interstate 280 accounted for approximately 64% of all minor deficiencies, 93% of all major deficiencies and 90% of all critical deficiencies located in the City. There were four Census tracts which accounted for a majority of these deficiencies, these include: Crocker, Bayshore, Southern Hills, and Top of the Hill. Of those Census Tracts located west of Interstate 280, the Westlake Palisades, Westlake Terrace and Skyline/St. Francis tracts account for a majority of the minor deficiencies.

By itself, the age of a structure is a relatively poor indicator of housing condition. A comparison of structure age with the results of the housing conditions survey for Daly City shows a correlation between housing age and condition. With the exception of the houses in Southern Hills, which were constructed in the mid sixties, 75% of the houses constructed prior to 1949 are located in Census tracts east of Interstate 280. The Crocker, Bayshore and Top of the Hill Census Tracts account for approximately 53% of all houses constructed in Daly City prior to 1949. Table 1.3f below shows the number of structures and the year they were constructed.

Table 1.3f
Age of Residential Structures

Year Built	No. of Units	% of Total
1979-1980	352	1.3
1975-1978	1,509	5.4
1970-1974	4,349	15.6
1960-1969	7,209	25.9
1950-1959	9,317	33.4
1940-1949	2,864	10.3
1939 or earlier	2,249	8.1

Source: 1980 Census

One conclusion that can be drawn from the above table is that as the City's housing stock ages and a greater number of units fall into the older categories, there will be an increasing need for maintenance. Housing policies and programs that encourage and/or require suitable maintenance of housing stock will become increasingly important. The age of the housing stock also plays an important role in the amount of energy usage and the corresponding utility costs for housing.

Energy Conservation

Due to the ever increasing cost of energy in the form of both gas and electricity, many homeowners have become increasingly aware of the different energy conservation measures which are available to offset and control these increasing utility costs. The use of alternative energy sources such as solar energy help to reduce energy consumption in many new subdivisions in cities all across California. Besides the use of solar energy, which is most advantageous when incorporated in the design of new subdivisions, there are numerous other energy conservation measures such as weatherproofing and insulation that can be "retrofitted" into existing housing. Water conservation devices can also be installed in many houses to reduce the amount of water consumption by restricting the volume of water flow. These conservation measures are discussed briefly below.

Insulation and Weatherproofing

Even though a majority of the housing stock in Daly City is fairly new, many homeowners can reduce their utility costs considerably by weatherproofing and insulating their homes, particularly those who own houses constructed prior to 1950. Most of these older houses were constructed at a time when energy sources such as oil and natural gas were an inexpensive, seemingly unlimited resource. Little attention was paid to making sure that doors, windows and other openings were airtight when closed, as their primary function was to let light or air into the home. This has resulted in houses which are energy intensive, as they do not retain heat well because most of it escapes through these fixtures. This results in higher utility costs to the homeowner.

In order to conserve heat, a homeowner can install insulation in the attic and exterior walls to help prevent heat loss. In addition to this, window and doors can be retrofitted with airtight fittings, caulking and weatherstripping to minimize the amount of heat loss to the outside. Water heaters and their pipes can also be insulated which can effectively reduce the amount of heat loss.

The City of Daly City's Residential Rehabilitation Program provides low interest loans to homeowners for home improvements. The installation of new window and doors, weatherstripping and insulation are eligible home improvements under this program.

Solar Energy

There are many different ways solar energy can be used to both heat and cool a house. As previously mentioned, the use of solar energy is most

effective when designing new homes and subdivisions. However, solar energy devices such as solar water heaters, can be retrofitted to existing houses to help reduce energy consumption.

Solar energy systems are available in two types: passive and active. In passive solar energy systems, the building design and orientation play a major role in the effectiveness of the system. Passive solar buildings are usually constructed of dense materials such as concrete to better absorb the heat and have a southerly orientation in order to maximize solar exposure. The use of glass on the southern side maximizes solar gain.

Active solar energy systems utilize solar panels of different types to collect and store solar energy in the form of heated air or water. These systems use mechanical pumps to circulate the heated water through the house either for direct use or into a heat exchanger to heat swimming pools or hot tubs or other large masses of water.

While the use of solar energy is a cost effective and environmentally sound way of heating and cooling a home, the use of both active and passive solar energy systems in Daly City is limited by several factors. First, in order to effectively use passive solar systems, subdivisions and new homes must be designed to maximize solar exposure. Due to the nature of the existing housing in Daly City, it is difficult to design small, infill-style subdivisions to utilize passive systems and integrate them with the existing housing. Second, there is a limited amount of vacant developable land that could accommodate large subdivisions which could utilize passive designs. Third, the generally foggy climate of the City detracts from the use of active solar systems year round.

While these constraints must be considered, there are still opportunities within Daly City to utilize some forms of active and passive energy systems. As previously mentioned, existing houses can be retrofitted with solar panels to heat water for domestic uses. These can be cogeneration systems which allow for the use of a conventional water heater to provide hot water when the solar panels cannot provide one hundred percent of the heating. Also, passive solar design can be incorporated into those developments which acquire a Planned Development zoning designation. The Planned Development designation allows for alternative designs which could not be developed under standard zoning designations.

Water Conservation

Water conservation can also be considered a viable means of energy conservation. Water conservation methods can result in the savings of thousands of gallons of water per household per year. The installation of plumbing fixtures such as low flow shower heads, faucets and toilets are inexpensive ways of conserving water. Other water conservation methods include the use of

drought resistant landscaping around the house to reduce the need for irrigation and, as a result, water consumption. The City has initiated a water conservation effort in an attempt to ease wastewater flows to the North San Mateo County Sanitation District treatment plant.

Projected Housing Needs

Regional Fair Share Projection

State law (Government Code 65583 (a)(1)) requires that a local Housing Element include a projection of the housing units needed for the ensuing five-year period by income category. State law (Government Code 65584) requires that the Association of Bay Area Governments (ABAG) determine the existing and projected regional housing needs of the Bay Area as well as each city's share of that regional need. Section 65584 of Article 10.6 of the Government Code states that:

...a locality's share of the regional housing need includes that share of the housing need of persons at all income levels within the area significantly affected by the jurisdiction's general plan.

The determination of existing and projected housing need takes into consideration the following six factors: market demand for housing; employment opportunities; availability of suitable sites and public facilities; commuting patterns; type and tenure of housing; and housing needs of farmworkers. In addition to these factors, Government Code also requires that the distribution of regional housing needs "seek to avoid further impactation of localities with relatively high proportions of lower income households." While the ABAG interpretation of this requirement is to avoid increasing housing disparities in the Bay Area, the projections assume a continuation of the status quo and, according to many, fail to adhere to a regional "Fair Share" concept. ABAG used both their own Projections 83 and 1980 Census data to determine the existing and projected housing needs. Table 1.4 shows ABAG's projection of housing

Table 1.4
Projected Need by Income Group
Daly City & San Mateo County, 1990

Income Group	Projected Need, 1990			
	Daly City		San Mateo County	
	Number	Percent	Number	Percent
Very Low	652	19.00	4,532	19.00
Other Low	583	17.00	3,793	17.00
Moderate	755	22.00	4,907	21.00
Above Mod.	1,440	42.00	10,267	43.00
Total:	3,430	100.00	23,499	100.00

Source: ABAG Housing Needs Determinations for the San Francisco Bay Area, 1983

needs for both Daly City and San Mateo County for the year 1990. Please note that the projected need also includes existing need for 1980.

As the previous table indicates, Daly City will need to provide an additional 3,430 households by the year 1990 to meet the projected need as established by ABAG. This equates to approximately 857 households per year. It must be noted however, that this number is not coterminous with housing units because of the need to allow for vacant units as well as replacement units. It must also be noted that there is no distinction between single family and multi-family households in this determination.

Although the City believes these to be reasonable projections for a City of Daly City's size and nature, due to a sewer moratorium which was in effect for approximately one and a half years and the lack of sites suitable for the construction of new housing, it is doubtful that these projections will be met. In Projections 87, ABAG states that in the North County, infrastructure would be the biggest long term constraint to development. Daly City must, at the same time, recognize the deficit in employment opportunities and tax base that pose a long term threat to the need for a balanced development pattern.

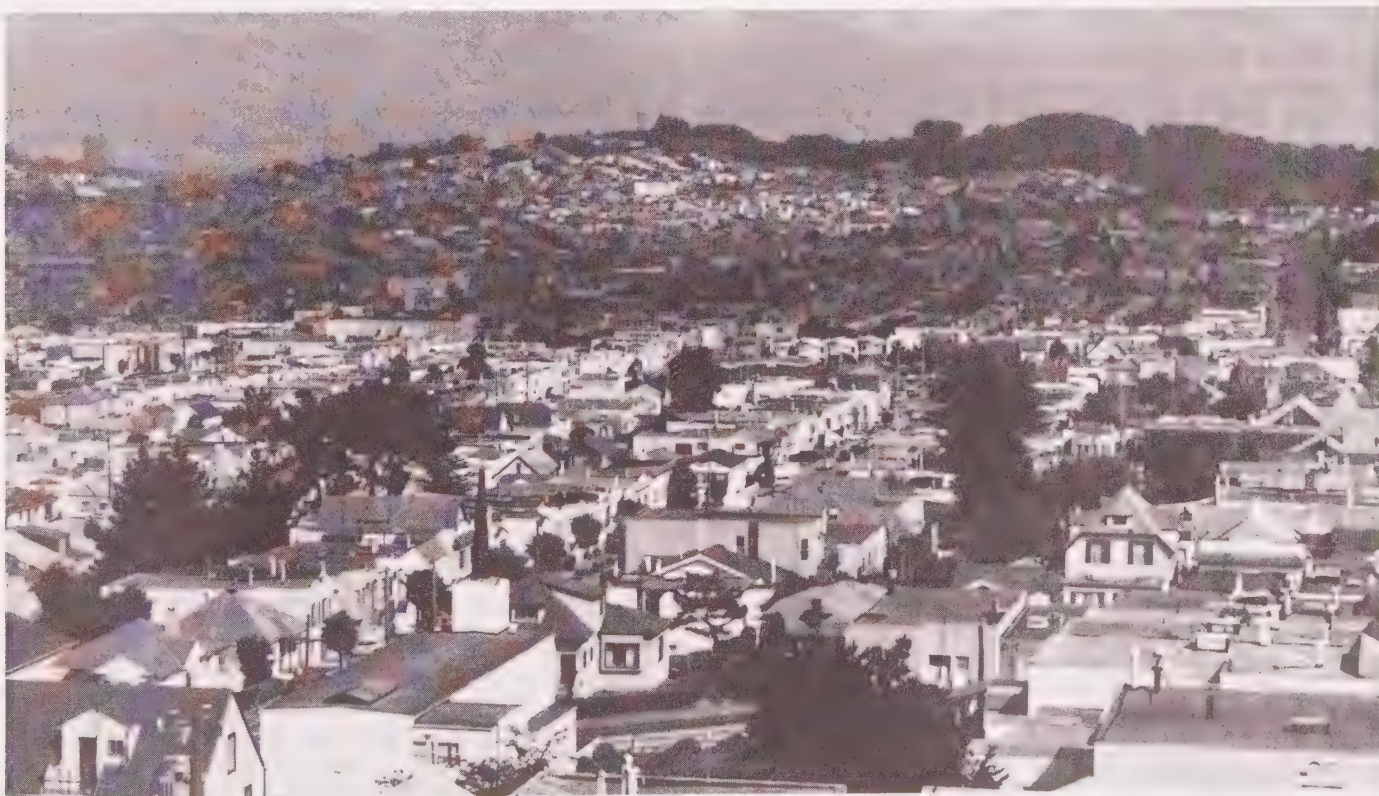
Rehabilitation Needs

As indicated by the results, the majority of the deficiencies were minor in nature and consisted primarily of cracked and peeling paint,

broken or missing windows, or small cracks in the stucco or wood siding. It must be noted that this survey was a "windshield" survey and only assessed the outside appearance of the house, any structural deficiencies that were not visibly apparent were not addressed.

Daly City's Department of Economic and Community Development has a Residential Rehabilitation Program that provides four different types of low interest loans for housing rehabilitation. The improvements financed under the program must be those primarily needed to make the household decent, safe and sanitary. Improvements financed under this loan program include: bathroom fixtures; plumbing; roofing; exterior weatherproofing/paint; structural repairs; new doors and windows; and weatherstripping and insulation.

Those Census Tracts identified by the housing conditions survey to contain a large number of deficiencies should be targeted for rehabilitation efforts. Since inception of the City's Residential Rehabilitation Loan Program in the mid-1970's, a total of 133 loans have been issued. The variety and types of loans reflect the community's economic diversity. As of February, 1987 there are 9 loan applications in the various stages of processing.



The Crocker neighborhood—a rich diversity

Summary of Findings

Population Growth and Age Structure

- ❑ Between 1970 and 1980, Daly City's population grew at an percentage rate of 17.3%, which was three times higher than that of San Mateo County.
- ❑ However, between 1980 and 1987, Daly City's growth rate slowed to 4.6% annually, equal to that of San Mateo County.
- ❑ According to ABAG's Projections 87, Daly City will reach its peak population of 93,800 by the year 1995, experience a slow reduction in population between 1995 and 2000, but will rise by the year 2005.
- ❑ The figures presented by ABAG in Projections 87 include all the areas within Daly City's Sphere of Influence as determined by LAFCO. These areas include portions of unincorporated San Mateo County, thus the base figure is higher than the actual population of Daly City. Adjusting these figures to include only those areas within Daly City's city limits would result in a peak population of 87,708 by the year 1995.
- ❑ The age composition of Daly City is similar to that of San Mateo County with the median age of Daly City residents being approximately two years younger.
- ❑ Even though there is expected to be an increase in employment opportunities within the City in the near future, this is not expected to generate a significant increase in the need for new housing because the City has historically been a bedroom community with a large percentage of its residents working in San Francisco and other Peninsula cities.
- ❑ Compared to San Mateo County, Daly City has a mixed ethnic composition with the largest racial/ethnic group being White (41.3%), the second largest being Filipino (18.4%) and the third largest being Black (10.7%).
- ❑ Although Daly City is over forty percent white, it contains only eight percent of the County's white population, but contains nearly 60% of the County's Filipino population and high concentrations of other minorities.
- ❑ In comparing household income between Daly City and San Mateo County, it is apparent that Daly City is only slightly less

affluent than the County, with the median income being approximately \$1,600 less.

- ❑ As a whole, Daly City has a slightly higher number of persons below poverty level, and higher percent of low income households than San Mateo County. The majority of these low income households are located in the Westlake Center, Bayshore, School House Extension and Civic Center neighborhoods.
- ❑ Both the Westlake Center and Civic Center neighborhoods are characterized by large multi-family apartment structures with rents at or below market level. The Bayshore and School House Extension neighborhoods are characterized by housing constructed prior to 1949. These factors could contribute to the high number of low income households in these four neighborhoods.

Households and Groups with Special Needs

- ❑ According to the 1980 Census, approximately 97% of all housing units in Daly City are occupied and the vacancy rate is approximately 3%.
- ❑ Household size in Daly City has steadily increased between 1980 and 1986 with a slight decrease in 1987. The current household size being 2.942 persons per household. Compared to San Mateo County (2.576), Daly City's household size is 12.8% greater.
- ❑ Daly City has a higher percentage of families with children (37.1%) compared to San Mateo County (24.4%), which could account for the larger household size.
- ❑ Special Needs groups account for approximately 48% of all occupied housing units in Daly City. Of these, 18.3% of the households were elderly and 18.8% were female headed households.
- ❑ The California Department of Rehabilitation reported that in July 1981, there were 47,080 disabled individuals in San Mateo County with Daly City representing 13.4% of that total or 6,510 individuals.

Existing Housing Stock and Market Characteristics

- ❑ Daly City is part of a larger housing market consisting of the nine bay area counties. However, it is affected by a smaller market consisting of the following cities: Pacifica, Colma, Brisbane, South San Francisco, San Bruno and Millbrae.

Housing Demand has shaped the character of Daly City.



- ❑ The Bay Area, according to ABAG, will experience a shortfall of 84,500 housing units over the next 20 years with the north county having a short fall of 5,600 units.
- ❑ Although Daly City is adjacent to the City and County of San Francisco to the north, a majority of the housing is more similar to that of the cities in San Mateo County.
- ❑ Overcrowded households are defined as having more than 1.01 persons per room. Approximately 10% of all households in Daly City are considered "overcrowded."
- ❑ In 1980, there were 6,016 households that paid more than 25% of their income for rent. This is 63% of all low income households and 23% of all households in Daly City.
- ❑ According to the 1980 Census, 63% of the dwelling units in Daly City were single family, 35% were multi-family and 2% were mobile homes. This distribution has remained constant over the five year period between 1980-1985.
- ❑ The mean vacancy rate for Daly City between 1980 and 1985 was 2.69%.
- ❑ The results of the Housing Conditions Survey indicated that Daly City had a total of 931 structures with minor, 97 with major and 10 with critical deficiencies.
- ❑ In terms of building conditions, the Census Tracts located east of Interstate 280 accounted for approximately 64% of all minor deficiencies, 93% of all major deficiencies and 90% of all critical deficiencies, with the Crocker, Bayshore, South Hills and Top of the Hill Tracts containing a majority of these deficiencies.
- ❑ According to the 1980 Census, Daly City is fairly "young" with 60% of the housing having been constructed between 1950 and 1970 and only 8% of the housing units being pre-1940.
- ❑ Of the houses constructed prior to 1949, 75% are located east of Interstate 280.

Projected Housing Needs

- ❑ According to ABAG's projection of housing needs for the period between 1980-1990, Daly City will have to provide 3,430 new households. This equates to approximately 857 households per year.

3 Land Use Inventory & Constraints Analysis

In this section, the land potentially available for housing and the constraints to housing production will be analyzed. By examining the type and amount of residential construction that has occurred in the city over the past 10 years, the potential for future efforts to accomplish any established goals can be better understood. The results of the vacant land survey and a discussion of the current residential land use and zoning designations are also presented. This section also addresses the various constraints to housing production in Daly City, including a discussion of both governmental as well as market constraints.

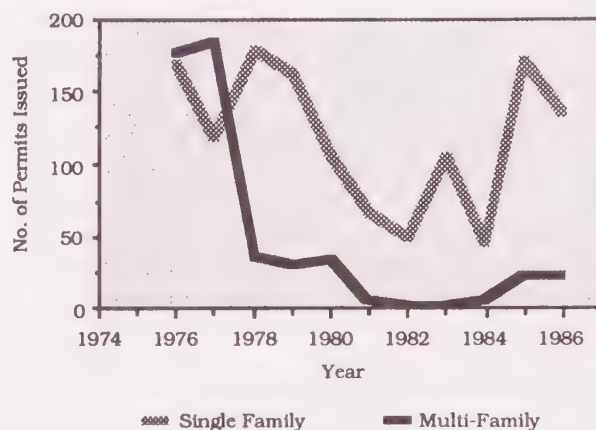
Construction Trends 1976-1986

As previously noted, Census data on the age of residential structures indicates that 25,988 units were constructed prior to 1974. Using the 1985 State estimate of 28,242 total housing units, housing constructed prior to 1974 represents 92% of the current housing in Daly City. It is apparent that construction has slowed considerably over the past 12 years. This trend can be seen in Table 1.5 and Figure 1.4.

As indicated by both Table 1.5 and Figure 1.4, the number of permits issued between 1978 and

family permits issued from 1980 to 1985 were for condominiums and townhouses. Detached single

Figure 1.4
Residential Construction, 1976-1986
Building Permits Issued



family homes constructed during this 10 year period were primarily infill or replacement units.

Although a condominium or townhouse is reported as a single family building permit by the Building Division, in terms of land use designation, it is still considered a multi-family residence and is treated as such by the Zoning Ordinance and Land Use Element of the General Plan. Because housing construction patterns respond to consumer needs and market factors, it is extremely difficult to project the types of units that will be constructed in the future.

Land Zoned for Residential Use

This section includes a discussion of the City's existing Zoning Ordinance and Land Use Element designations with regards to residential development. Also included in this section is a synopsis of the results of the Vacant Land Survey which was conducted by the Department of Community Development during May and June 1986. An analysis of these two factors will determine if available land

can sustain the projected level and types of residential development needed to provide for the City's "fair share" of regional growth.

Table 1.5

Historical Residential Building Permit Activity
Daly City and San Mateo County 1976-1986

	Daly City			SM County		Daly City as a % of County			
	Single-Family	Multi-Family	Total	Single-Family	Multi-Family	Single-Family	Multi-Family	Total	
1976	168	175	343	1,813	1,072	2,885	9.30	16.30	11.90
1977	119	184	303	2,193	1,646	3,839	5.40	11.20	7.90
1978	178	36	214	1,185	1,473	2,658	15.00	2.40	8.10
1979	161	30	191	1,685	882	2,567	9.60	3.40	7.40
1980	104	34	138	1,201	1,106	2,307	8.70	3.10	6.00
1981	65	2	67	593	391	984	11.00	0.50	6.80
1982	48	0	48	317	568	885	15.10	0.00	5.40
1983	106	0	106	677	434	1,111	15.70	0.00	9.50
1984	45	2	47	816	1,193	2,009	5.50	0.20	2.30
1985	170	20	190	—	—	—	—	—	—
1986	135	21	156	—	—	—	—	—	—
Total:	1,299	504	1,803	10,480	7,572	19,245	9.50	5.30	7.60

City Total: 3,606

San Mateo County Total: 37,297

Source: Security Pacific Bank and Economics Research Associates

Note: Condominiums and Townhouses are included in Single Family Counts

1982, for both single and multi-family units, dropped considerably. However, since 1982, single family construction has started to rise. It is important to note that a majority of the single

Analysis of Land Use Plan and Zoning Ordinance

Daly City's 1987 Land Use Plan contains five different residential classifications which relate directly to single family and multi-family residences. These classifications are: Open Space Residential 0-2 dwelling units per acre; Low density 2-14.5 dwelling units per acre; Medium-Low density 14.6-10 dwelling units per acre; Medium density 21-35 dwelling units per acre; High density 35-50 dwelling units per acre; and Very High density >50 dwelling units per acre. Although these classifications are considered high by most standards, they adequately reflect the existing densities in the City. Most of the City that was developed prior to 1949 was done so on 2500 square foot lots with the resulting densities being approximately 18 units per acre.

The Zoning Ordinance contains five residential districts. The minimum lot area/unit and the resulting densities of these five districts are presented in Table 1.6a below. It is important to note that there is no land currently zoned R-4 in Daly City.

Table 1.6a
Zoning District Designations and Densities

Zoning Designation	Minimum Lot Area/Unit	Resulting Net Density
R-1 Single Family	3000 sq.ft.(a)	14.5 d.u./ac.
R-1A Single Family/Duplex	3000 sq.ft.(a)(b)	14.5 d.u./ac.
R-2 Two Family	1500 sq.ft.(c)	29.4 d.u./ac.
R-3 Multi-Family	500 sq.ft.(d)	86 d.u./ac.
R-4 Multi-Family	300 sq. ft.	145 d.u./ac.

a. minimum lot area/unit of 2500 sq.ft. for lots established prior to 1949

b. duplex allowed with Use Permit, R-2 regulations apply

c. minimum lot area/unit of 1250 sq.ft. for lots established prior to 1949

d. four units maximum for first 2500 sq. ft. after that one unit per 500 sq. ft.

Note: Both R-3 and R-4 have a maximum density 50 d.u./ac.

Although the R-1 densities presented in Table 1.6a appear to allow only 14.5 dwelling units per acre, in reality the densities are closer to 17.5 dwelling units per acre for those subdivisions established prior to 1949. These higher density areas are in the portion of the City that is east of Interstate 280. These areas will continue to be allowed to be developed at this density where a proposal is a resubdivision of an original subdivision. Any new subdivision within the City will have to be developed at the lower 14.5 dwelling units per acre density. Second units are allowed in all R-1 and R-1A zoned areas with the approval of a second unit permit. The permit requires that the second unit cannot be located in an area where the density, including the second unit, exceeds 16 dwelling units per acre.

Multi-family densities presented in the above table appear to be extremely high when, in fact, under General Plan policies, they cannot exceed



A vacant lot being readied for construction.

50 dwelling units per acre. Most of the recent multi-family developments have acquired Planned Development zoning prior to development. Planned Development zoning allows for flexibility in design in order to accommodate unique site or topographic features. However, Planned Development projects also cannot exceed 50 dwelling units per acre.

Most new multi-family development in the City does not reach the maximum density of 50 dwelling units per acre but usually is between 30 and 40 dwelling units per acre. On the other hand, new single family subdivisions in areas developed prior to 1949 are often developed at the maximum of 18 dwelling units per acre. New single family subdivisions in areas developed after 1949 often are developed at the maximum density of 14.5 dwelling units per acre.

Vacant Land Survey

The Planning Division conducted a survey of vacant land between May and June 1986 in order to identify those parcels which are vacant or underutilized and have potential for development within the next ten years. Parcels which are underutilized include those used for parking not specifically accessory to a business, existing greenhouses, etc. The figures that are presented here are only partial results intended to reflect residentially appropriate lots capable of development within the next five years. These were selected based on the criteria listed on the following page.

- ❑ Parcels were both zoned R-1 or R-1A and designated as Density to 18 dwelling units per acre.
- ❑ Parcels were both zoned R-2 or R-3 and designated as Density over 18 dwelling units per acre.
- ❑ Parcels were vacant and considered buildable by zoning and subdivision ordinance standards.

Table 1.6b illustrates the number of parcels, total area (square feet and acreage) and the number of units allowed at maximum density.

Table 1.6b
Vacant Land Survey, 1986*

Zoning Designation	No. of Parcels	Square Feet	Acres	No. of Units at Max. Density
R-1	38	199,188	4.58	82.4
R-1A	6	17,175	0.394	7
R-2	2	7,200	0.165	4.85
R-3	15	948,833	21.8	1089
R-4	0	0	0	0
Totals:	61	1,172,396	26.939	1183.25

Source: Daly City Planning Division, 1986

*Note: Only sites considered for residential development are included in the above table.

The previous table indicates that there is enough vacant land readily available for new housing construction in Daly City to provide a total of 1,183 dwelling units with 93% of these being multi-family units. It should be noted however, that one parcel zoned R-3 represents 93% of the multi-family total or 880,000 square feet. In addition, public right-of-ways (streets, easements, etc.) were included in the above calculation. Public rights-of-way normally account for 20% of the total available acreage.

The remaining vacant or underutilized land represents that land which has development potential but does not have adequate site access, or has an existing use located on the parcel, or is not considered suitable for residential uses. While this land will probably be developed in the future, it is assumed that any residential use will not be developed within the next five years.

While there is a limited amount of vacant land within Daly City, there have been several projects which have been approved or are pending approval which represent a significant number of new dwelling units. Current projects are those which have been approved by City Council and have been issued either a portion of or all of their building permits. Proposed projects are those projects whose application for discretionary review has been reviewed by the Planning Commission but not yet approved by City Council. Table 1.6c indicates the type of project, the number of units which have been issued permits and the total number of units approved.

The following table, indicates that there has been a total of 2,215 units approved by the City Council as of June 1986. Of this total, 7% are single family, 30% multi-family and the remaining

Table 1.6c
Current and Proposed Projects, June 1986

Unit Type	Approved Units	Permits Issued	Approved Not Built	Proposed Units
Single Family	157	89	68	7
Multi-Family	658	479	179	163
Condominiums & Townhomes	1,400	297	1,103	0
Total:	2,215	865	1,350	170

Source: Planning Division Project Report, June 1986

63% condominiums or townhomes. The single family figures presented in this table refer to subdivisions of five or more units and do not include single vacant lot or minor subdivision construction. However, infill construction of one or two units or minor subdivisions of four or less units can represent a significant proportion of the single family construction, especially in the areas east of Interstate 280. Of these 2,215 units, a minimum of 80 multi-family and 22 condominium units will be made available to low and moderate income persons.

Projected Residential Build-out

In this section, the results of the two previous tables, Table 1.6b and 1.6c, will be analyzed in relation to the projected housing needs as determined by ABAG. This includes the relationship between the total number of units needed and the total number that can be provided. The total number of units provided in relationship to the different income level categories is also reviewed.

In reference to the previous Table 1.4 presented on page 13, ABAG projected that Daly City will have to provide a total of 3,430 units or approximately 860 units a year, in order to meet its projected housing need. The results of the vacant land survey indicated that, at maximum density, vacant land zoned for residential construction support a total of 1,183 new units. In addition to this total, projects which have been approved by the City will provide a total of 2,215 units when completed. If these two figures are combined, it is estimated that the City can provide a total of 3,398 new units by the year 1990. With the inclusion of infill and minor subdivision construction of single family units, an undetermined amount of additional single family construction will also occur during this time period.

Housing needs projected by ABAG, however, make reference to the percent of units to be made available by income categories of either very low,

other low, moderate or above moderate. In terms of units already approved, only 102 of these units are committed to be made available to low and moderate income level persons. ABAG has projected that the City would have to make 1,990 units available to low and moderate income households in order to meet its projected need for these income categories. While it is anticipated that a greater number of approved projects will make 20% of their units available to low or moderate income persons, the City, without a significant shift in City policy, will not be able to meet the projected need for these income categories through new residential development. This Housing Element responds to these constraints by proposing changes in policy and by advocating the use of alternative mechanisms for meeting housing needs.

Constraints to Residential Development

Constraints to the maintenance, improvement and construction of housing can generally be divided into two categories—governmental and non-governmental. State law requires analysis of actual and potential constraints and identification of ways to reduce or overcome the constraints, where possible, to meet the identified housing needs. In many instances constraints represent a balance between the need for housing and other desirable goals in the General Plan. Where this is the case the balancing should be examined to make certain the constraint is not unnecessarily severe.

Governmental Constraints

Actions by local governments may impede housing construction, maintenance and improvement in a variety of ways. For example, excessive fees or improvement requirements may discourage housing activity or possibly price housing above the level some groups can afford. Environmental Impact Reports can be costly and create delays, although by State statute such analyses are mandatory. In some instances the lack of available water and/or sewer facilities may temporarily diminish housing construction activity. The governmental constraints to housing development include: land use controls; fees and dedications; permit processing procedures; and infrastructure constraints.

Land Use Controls—Private development of land can create costs (in the form of impacts) that are borne by persons other than the developer. For example, an infill development may contribute to the demand for on-street parking in an

area already experiencing parking crunch. If the parking provided in that development does not meet the demand for parking, the neighborhood's problem increases and each resident "pays" for that development. The land use controls established by Daly City are often designed to minimize a development's potential impacts, e.g., provide off-street parking. In effect these controls prevent the builder from passing certain "costs" on to the neighborhood or community and force the development to pay its way. The principle is generally a sound one, however, the City should be conscious of how these increase the cost of developing housing and avoid their unnecessary use wherever possible.

The various development standards in the City's Zoning Ordinance, such as minimum lot size, lot coverage, parking, etc. limit the type and density of development on a site, thereby increasing the per unit land cost. The Uniform Building Code, as amended by the City, has also established construction standards which add to the cost of housing development. Site improvements and exactions by the City, such as traffic signals or park in-lieu fees increase the cost of development in Daly City. None of these Governmental Constraints are unique to the City of Daly City and the increased costs attributable to land use controls in Daly City are generally less than those found in most communities.

Fees and Dedications—Fees, while important in offsetting the costs to the City in planning and regulating development, can be limited to minimize the effects on the cost per unit of housing developed. Fees are, therefore, set at a level which reflects most if not all of the costs to the City. The most equitable method for reducing fees is to reduce costs. Table 1.7 shows the typical fees charged by the City of Daly City for a single-

Table 1.7
New Residential Construction Fees Charged by Daly City

SITE FEES	FEE	TOTAL	PER LOT SHARE
Tentative Map	\$150 +\$50/D.U.	\$650	\$65
Final Subdivision	\$200 +\$75/D.U.	\$950	\$95
Storm Drain	\$600/ half acre	\$1,200	\$120
Grading Fee	\$78/\$1000 Cy	\$78	\$8
Fire Fee	\$50 + \$5/D.U.	\$100	\$10
Inspection Fee *	2%-4%*	\$5,200	\$520
Plan Check *	1%-2% *	\$2,600	\$260
SUBTOTALS		\$10,778	\$1,078
CONSTRUCTION FEES		TOTAL	
Plan Check Fee		\$338	
Building Permits Fee		\$728	
(electrical, plumbing, etc.)			
Planning Review Fee		\$104	
Water Meter Fee		\$396	
Sewer Connection Fee		\$2,500	
SUBTOTALS		\$4,066	

*Note: The inspection and plan check fees charged by the Engineering Division are a percent of the value of all public improvements in a subdivision.

Source: Daly City Planning, Building and Engineering Divisions, 1986



Subdivision Improvements—A street being built

family dwelling being constructed in 1986. The dwelling is assumed to cost \$150,000 and Table 1.7 presents both site and construction fees. The site fees would only be applicable if the home were being constructed in a new subdivision. An in-fill development would not bear site costs, but would be subject to construction fees.

In addition to processing fees charged by the City a new subdivision may be required to install improvements off-site, dedicate land for parks (or pay an in-lieu fee) or contribute to the cost for services provided the project. These are typical costs associated with mitigating environmental impacts associated with a development and they vary on a case by case basis depending upon the anticipated impacts. While these costs are necessarily a part of new development in the City, the charges should be carefully analyzed in each case in order to avoid unnecessary requirements being placed on new residential development.

Permit Processing Procedures—Permit processing can be a lengthy process and delays to a development usually mean increased costs. The Planning/Zoning permits, often the first step in project approval, may include subdivision maps, environmental impact reports, Zoning Ordinance and General Plan Amendments and use permits. The time necessary for completing the Zoning and Planning approvals varies depending upon the complexity of the request. A majority of the tentative subdivision applications reviewed by the City are acted upon within 150 days of filing. Final Maps can take an equal amount of time and Building Permits take 60-120 days to process.

In an attempt to better coordinate and streamline the Tentative and Final Subdivision Map review process, City staff has prepared an inter-departmental review manual that explains responsibilities and actions at each step of the subdivision process. Review processes should be more thorough and more timely, as a result, and the subdivider should be made aware of issues and problems earlier in the process. A similar evaluation of the subsequent stages of housing construction—site improvement and building permits—could help reduce permit processing delays.

Infrastructure Limitations—Since the vacant, residentially-zoned properties are either small or moderate in size and are scattered throughout the City, it is unlikely that any development will create a serious, unmitigatable impact on existing services and infrastructure (i.e., water distribution lines, sewer collection system, etc.) with one exception—wastewater treatment. The North San Mateo County Sanitation District's Treatment Facility is operating at capacity and, as a result, the Sanitation District had enacted a sewer permit moratorium. This constraint impacted new housing construction in the area served by the district (all Daly City neighborhoods except Crocker, Southern Hills and the Bayshore). While no specific date can be established for completion of treatment plant expansion, plant expansion is underway. Based on a review of the Vacant Lands Survey Data, the sewer moratorium affected approximately 20 parcels of residentially developable land with a capability of providing up to 1,050 dwelling units.



Treatment Plant expansion under construction

Non-Governmental Constraints

Constraints attributable to the private market which affect the improvement, maintenance and production of housing are generally categorized as non-governmental constraints. The imbalance between housing supply and demand makes housing costs in the Bay Area among the nation's highest. The high costs of development, financing, and land are the greatest barriers to the provision of affordable housing.

Daly City's proximity to the San Francisco employment center and the rapidly increasing job opportunities therein have created an environment which makes Daly City a desirable place to live. Market forces continue to push housing costs upward. As the cost of housing rises at a much greater rate than income, there is a decreasing opportunity for home ownership to a growing proportion of Daly City residents. Additionally, there is an increasing number of households who can barely afford the home they purchased and, as a result, cannot afford expenditures on routine maintenance and repair.

Another potential constraint to housing rehabilitation in some portions of Daly City is the uncertainty some property owners may feel toward the long-term prospects for upgrading a neighborhood. Areas where this could be a constraint are generally the older neighbors (i.e., east of Interstate 280). These are the areas where the Building Conditions Survey found the highest proportion of dilapidated houses.

Many of the current building condition problems stem from the inability of some Daly City residents to pay for well maintained, standard housing. In this regard the housing problem is basically a problem of poverty. A low-income family cannot pay prevailing rents for decent housing without imposing a severe strain on the family budget. They have two choices: spend an inordinately high percentage of income to get a standard unit, or spend a more reasonable amount and accept substandard housing.

Landlords may face a similar dilemma. Revenues received from a building must match the operating costs, including mortgage payments, taxes, insurance and basic services. If there are no tenants willing or able to pay the amount needed to maintain the building in good condition, costs are usually reduced by cutting back on maintenance and repair. Ignoring needed repairs causes the building to deteriorate and with it the neighborhood.

Based on building cost estimator guides, the cost of constructing a wood-frame, single-family residence in the Bay Area has increased by nearly one-third since 1980 with lumber, concrete and labor constituting the most rapidly rising components. The construction cost, without considering land costs, financing, etc. for an average single-family home in Daly City is approximately \$105,000. The cost of a buildable, single-family lot in Daly City varies depending on the characteristics of the property (sloped, etc.) and location. A 2,500 square foot lot will cost anywhere from \$25,000 to \$60,000.

Financing costs reached an all-time high in the first part of this decade and interest rates have remained very high until just recently. The lack of affordable financing has led to a proliferation of creative financing packages including variable rate mortgages, balloon payments, interest-only loans, equity participation and other techniques. The long-term outlook for interest rates is highly uncertain, and will be influenced by such factors as deficit spending by the Federal Government, Federal Housing Policy, borrowing needs of business and individuals, and the monetary policy of the Federal Reserve Board. These are all factors over which Daly City has little or no influence and, in the spirit of the overall Housing Goal, should not establish unrealistic policies. The City has and should continue to sponsor and/or administer interest rate reducing programs, e.g., Housing Revenue Bonds, the Residential Rehabilitation Loan Program, etc., that benefit specific groups, e.g., low and moderate income households, first time home buyers, etc.

4 Goals, Objectives & Policies

The Housing Goal

The previous sections have established the general nature of Daly City's housing situation—the character of the City's housing stock, population and households; the housing needs of the City; and constraints to housing production and conservation. This section of the Housing Element presents the overall goal, objectives and policies of the City of Daly City.

The information, analyses, recommendations and programs offered in this plan element are aimed at the accomplishment of a single goal, which is :

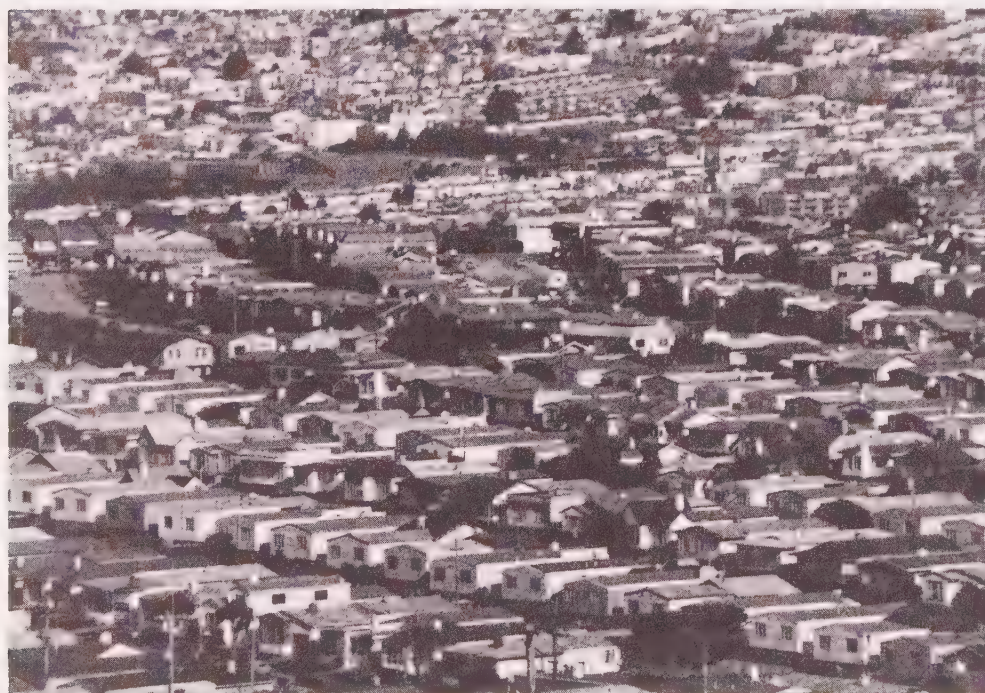
"It is vitally important that locally responsible government institutions give priority attention to preserving and enhancing Daly City's stable residential environment, so persons of all ages, races and incomes can choose to live here in safe, attractive and affordable housing."

A number of points about this goal should be carefully considered. First of all, the goal is directed toward "locally-responsible government institutions"—e.g., the City Council, the Planning Commission and other advisory boards and commissions, the City's staff, and other elements of local government. In so doing, the Housing Goal directs housing program responsibili-

ties toward local officials and local solutions and away from groups and/or forces which may traditionally have been areas of concern—such factors as federal policy and funding, state legislation, economic trends, regional housing opportunity imbalances, etc.

An example of this goal's importance and how it might vary from previous approaches can best be shown using comparison of market forces versus affordability. The need for housing in Daly City, as is generally the case in the Bay Area, outstrips the rate of new construction and basic principles of supply and demand become evident in a variety of ways—housing costs soar (the average cost of a Daly City single-family home nearly quadrupled in the 1970's—\$26,000 shot up to \$100,381—and has increased by an additional 20% in the first half of the 1980's, up to \$120,000); families double and triple up in a single-dwelling; illegal apartments are added without City approval or permits; and those who can not afford decent and safe housing are crowded into pockets of poverty. Each of these housing problems is attributable, at least in part, to the forces of supply and demand in the market place.

In the Bay Area, spiraling housing demand, basically a function of population and employment growth, household formation and household income, is primarily fueled by population increases that stem from the growth of job opportunities. For example, continued office development in San Francisco alone will produce 12,000 new jobs a year according to San Francisco's Cit-



The jobs/housing imbalance—a Bay Area Problem

izen Housing Task Force, while new housing construction will be adding approximately 1,600 dwelling units per year. The shortfall that fuels the cost of housing in San Francisco knows no political boundary and, as a result, boosts the cost of housing in Daly City too. Although it is believed to be the single most significant factor in causing extraordinary housing cost increases, realistically, there is nothing Daly City can do to reduce the construction of high-rise office buildings in downtown San Francisco. Neither should Daly City abandon efforts to secure an improved tax base, because the region faces a housing shortage. Daly City's efforts to assure an adequate supply of decent, affordable housing treats the symptoms of soaring costs and not its causes because these are factors over which the City has no control. In recognizing Daly City's situation and what locally-responsible government institutions can and cannot hope to accomplish, the housing goal replaces rhetoric with reality.

A second point to consider about the goal is that it specifies "priority attention" be given to housing problems. It communicates a sense of urgency because a continuing failure to solve the housing crisis will manifest itself in a wider set of social and institutional problems—increased disparity and greater inequality. Since the aftermath of the 1906 earthquake and fire that destroyed 28,000 buildings in San Francisco, when the move to Daly City first began and subdividing lots could barely keep up with the need for new housing, priority attention has been given to housing. The goal indicates that to the greatest extent possible this should continue in Daly City.

A third part of the goal to consider is the residential conservation advocated by "preserving and enhancing" Daly City's stock is just as important as adding new units. This aspect of the goal implies that, where necessary, older residential neighborhoods be upgraded. Efforts that detract from the City's neighborhoods and adversely affect residents of those areas, are not in the City's best interest and the Housing Goal cites the importance of preservation and conservation for this very reason.

The goal identifies the three major components of desirable housing—"safe, attractive and affordable." The United States Housing Act of 1937 is prefaced by a Statement of Objectives which reads, in part, "Provide for the eradication of slums, for the provision of decent, safe, and sanitary dwellings for families." Indeed, throughout this nation's history, large numbers of urban families have occupied overcrowded, unsanitary, and dilapidated dwellings. The gap between the cost of decent housing and the price people can pay has, in some areas, led to reduced maintenance and, as a result, increased deterioration. To a certain degree there is a spiraling cycle where a lack of maintenance detracts from the appearance of a neighborhood, which leads to

the vandalization of property, which fosters a "Why bother to repair it?" attitude. The Housing Goal, if it is to be met, requires that this cycle be broken.

The diversity of Daly City's population is recognized in the "persons of all ages, races and incomes" statement. The Housing Goal applies to each and every citizen that lives or wishes to live in Daly City.

Finally, the Housing Goal seeks to allow a wider range of choices for those who have few, if any. An opportunity to choose a location where they want to live; to choose a dwelling that meets their needs (both physical and financial); to choose to gain a better environment. An underlying theme in Daly City's General Plan which is especially true in the Housing Element is—as each individual is better off with more choices in any decision, so are we all.

The overall housing goal represents a destination, a final purpose which the community seeks to attain. As the most general level of any policy the goal, by itself, is not very helpful to decision-makers. Further refinement is necessary if the goal is to assist Daly City residents, political leaders, business entrepreneurs and appointed officials in reaching the destination. The first level of focusing and refining the housing goal takes place as stated objectives.

Quantified Objectives

With a goal providing an end state or ideal condition, objectives further define the elements of the goal. Objectives should provide a means for measuring progress toward realization of the goal or ultimate propose. For this reason a set of objectives should, to the extent possible, be stated in quantitative terms. The quantified objectives cited in this Housing Element are defined for both short (i.e., five year) and long (i.e., ten or more years) term efforts.

There are four quantified objectives for the City of Daly City. These objectives recognize the maximum number of housing units that can be constructed, rehabilitated, replaced and conserved. The previously identified needs for housing in Daly City exceed the stated objectives because of limited resources and those variables over which the City has little or no control. In addition to the Quantified Objectives cited in this section of the Housing Element, there are objectives cited for each group of policies listed in this element of the plan.

Construction Objective

In order to account for projected growth of the community as well as reasonable factors for vacancy and replacement of the existing housing stock, the City of Daly City will encourage the development of an average of approximately 210

units per year over the next five years and 200 units per year in the five years following that period. The local factors primarily responsible for limiting these two objectives are: (1) the impact of a sewer connection moratorium that affects new construction on the area west of Mission Street, which is anticipated to limit new construction for three to five years in that part of Daly City, and (2) the impact of increasingly scarce sites suitable for residential construction is anticipated to limit new construction in the five to ten year period.

Daly City also seeks to assure a balanced supply of new housing to meet the needs of both renters and buyers, and for all ranges of income. The "balanced" housing construction objective for 5 and 10 year periods is expressed in the following table:

Table 1.8
Housing Construction Objective
for 5 and 10 Year Periods

Income Group	Five Year Objective			Ten Year Objective		
	Annual Number	Total	Percent of Total	Annual Number	Total	Percent of Total
Very Low	40	200	19.00	30	150	15.00
Other Low	36	180	17.00	30	150	15.00
Moderate	46	230	22.00	40	200	20.00
Above Mod.	88	440	42.00	100	500	50.00
Total:	210	1050	100.00	200	1000	100.00

Source: Daly City Planning Division, 1986

*Percentage factors are derived from the Housing Needs Report for the San Francisco Bay Area. Prepared by the Association of Bay Area Governments, 1984

Rehabilitation Objectives

In order to upgrade deteriorated dwelling units found throughout Daly City, the City will work to complete the rehabilitation of 25 dwelling units per year for the next five years and, to the extent State or Federal funds are available, an average of 30 units per year for the five subsequent years. While it is not possible to specify precisely which units would be rehabilitated, the quantified objective is, within the next 10 years, to correct 90% of the residential buildings with major or critical deficiencies identified in the Housing Conditions Survey.

While the Rehabilitation Program is not targeted to a specific area and property owners throughout the City may avail themselves of the Program, the neighborhoods east of Interstate 280 have the highest concentration of dilapidated units and, as a result, will receive a greater proportion of the residential rehabilitation resources.

Replacement Objective

The City will seek to remove by appropriate means all buildings identified as not suitable for rehabilitation. A substandard building is considered not suitable for rehabilitation if the cost to rehabilitate it to decent, safe and sanitary conditions exceeds the cost of new residential construction in Daly City. While estimated construction costs are revised annually, the 1986 cost of good construction is approximately \$69.00 per square foot. Such units are, by definition, considered to be in such a state of disrepair that rehabilitation is not feasible, and occupancy of these units on a long-term basis poses a significant threat to health and safety of the occupants.

Recognizing the guidelines for replacement, it is nearly impossible to determine the precise number of units not suitable for rehabilitation. In a few extreme cases dilapidated and structurally unsound buildings will require new foundations, structural modifications, new heating and plumbing, etc., to the extent that demolition and complete new construction would cost less. The structural problems associated with these properties usually go undetected in a windshield survey of building conditions like that conducted in 1986. However, based on previous demolition permits issued by Daly City a total of three such units per year is anticipated. The five-year objective is, therefore, 15 units and the ten-year objective is 30 units.

Conservation Objective

In order to conserve the existing housing stock, the City should avoid actions that would adversely affect existing, sound dwellings, such as rezoning to non-residential uses, approving major demolition projects without adequate replacement housing. The conservation objective also contributes to the provision of a balanced housing supply by discouraging the demolition of lower cost housing that would be replaced with more expensive housing, unless that housing complies with the previously cited housing construction objectives.

The purpose of this Housing Element is to implement these objectives and, to a certain degree, these are local objectives and they are not intended to reinforce the need for Federal subsidies or State intervention. If this Housing Element is successfully implemented, the need for State or Federal action should decrease because local initiative has reduced such need.

Housing Policies

It is the policy of the City of Daly City to:

Objective 1. Encourage new residential development in suitable locations.

Policy 1.1: Support infill housing on appropriate sites in existing neighborhoods.

By encouraging infill of existing residential areas where public service infrastructure is in place, construction costs can be reduced and housing can be more affordable. Appropriate sites would include: vacant property that is not designated for open space in the General Plan; underutilized property where residential development represents the highest and best use; sites in residential areas where non-conforming uses have been abandoned or terminated; and property not subject to such environmental hazards as flooding, slope instability, seismic land rupture, excessive noise, hazardous materials handling, etc.

Policy 1.2: Foster housing development on suitable, surplus public lands.

The vacant land survey identified a number of publicly owned properties that may be suitable for housing. These sites are owned by a variety of public agencies, including the City, local school districts, Caltrans, etc.. In some instances, these public properties are no longer needed for the originally intended purpose of other public purposes, and it would be appropriate to zone and to lease or sell these sites for housing development. The City may also acquire surplus federal or state land if funds are available, to be disposed of by sale or lease and, where appropriate, make these available for housing.

Policy 1.3: Continue to allow secondary units in single-family neighborhoods.

In 1983, Daly City enacted a Secondary Unit Ordinance intended to establish reasonable standards for allowing such units in all the City's single-family neighborhoods, while minimizing red tape in the process. Secondary units represent a cost-effective way to expand the housing supply. The concept responds to the discrepancy between available housing characteristics (larger homes built in response to the "baby boom") and housing needs (seniors or young professionals who, because of income or lifestyle, prefer smaller units). The City should periodically evaluate the second unit requirements and procedures to make certain this resource is used in the best possible manner.

Policy 1.4: Disapprove of housing in areas not suited for residential use.

Clearly there are a number of developable sites in the City which, because of site or situational characteristics, are not appropriate for new residential development. In these cases, the City should discourage, and where appropriate, prohibit the development of new housing. Properties subject to environmental hazards are not suited to residential developments. Other environmentally sensitive sites should be avoided or developed in a manner and density capable of preserving desirable features. There are vacant parcels with characteristics that lend themselves to retail or commercial office development that should not be used for residential development.

Policy 1.5: Assure that standards for new housing construction adequately safeguard life and property.

In part the Uniform Building Code, as amended by the City is intended to assure that new residential construction meets or exceeds minimum standards. The City should continue to examine life-safety requirements and, where appropriate, establish increased standards for new construction. For example, houses built on slopes that detract from Fire Department access need a greater level of protection than easily accessible homes.

Objective 2. Increase the supply of housing in a manner compatible with the character, density and integrity of existing neighborhoods.

Policy 2.1: Establish zoning controls and density limits which maintain the prevailing character of existing neighborhoods.

This policy affects new housing development as well as modifications in the existing housing stock. As a general rule, development should reflect the predominant intensity of the surrounding neighborhood. Building bulk, lot size and pattern, unit size and building type should complement that of the neighborhood. Prevailing densities should be exceeded only when the scale and character of the surrounding neighborhood will not be disrupted. Zoning Ordinance standards should be periodically reviewed, and where necessary revised in light of this policy.

Policy 2.2: Encourage higher density residential development in areas where such development will not have adverse effects.

Higher residential densities are appropriate in locations where public services can support the increased demand and adjoining land uses would not suffer adverse impacts. This would include places where water and sewer capacity is sufficient and mass transit service is readily available. Other factors to be considered in locating higher densities include: availability of permanent open space; distance from primary service

facilities and activity centers; balanced growth within the community; and compatibility with surrounding land uses. With densities of up to fifty dwelling units per acre, these higher densities might be applicable to areas adjoining community and regional shopping areas, employment centers, public parks and transit stations.

Policy 2.3: Allow mixed residential/retail or office uses along the Mission Street Corridor.

Mixed uses are allowed in this area with the granting of a use permit. The City should consider establishing planned development procedures and standards for such projects in order to minimize adverse impacts. The City should also review all building code requirements that may create unnecessary governmental constraints.

Objective 3. Assure the quality of housing is continually maintained or upgraded.

Policy 3.1: Assure that existing housing is maintained in a decent, safe and sanitary condition.

Residential units throughout the City should continue to meet Housing Code standards. The systematic inspection of apartment buildings begun by the Fire Department should be expanded to include the City's Building Division and cover all aspects of the Uniform Housing Code. To the extent possible, code compliance should be designed in a way that minimizes the hardship imposed on property owners and protects tenants rights. The City should examine the costs and benefits associated with mandatory code compliance for multi-family buildings upon sale or transfer and enact such a requirement, if appropriate.

Policy 3.2: Operate a residential rehabilitation loan program that meets the needs of the low and moderate income population.

The current residential Rehabilitation Loan Program represents a City-wide effort in public-private cooperation intended to lower home improvement interest rates to qualifying homeowners. With Federal funding reductions eminent, it is imperative that the City seek out alternative long-term funding sources for the program. At the same time, the City should annually evaluate the Program's effectiveness and make changes as necessary.

Policy 3.3: Establish an incentive program for voluntary housing rehabilitation.

The decline of individual housing units is often associated with the general decline of physical appearance of a neighborhood. As an incentive to voluntary housing rehabilitation, the City should establish a coordinated effort to improve

neighborhood conditions by upgrading streets, gutters, sidewalks, street trees, etc. The City should also establish incentives for retrofitting the existing housing stock with automatic fire sprinklers, e.g. fee reductions, low interest loans, etc.

Policy 3.4: Assure the timely correction of code violations.

As the City's housing stock ages, it becomes increasingly important to require maintenance and correction of code violations. Due to a shortage of staff, code enforcement has often been given low priority. One opportunity available to Daly City is the Residential Requirements Report (3R) Ordinance. At present, sellers must provide a 3R report to prospective buyers prior to sale. The City could strengthen the 3R process by requiring a mandatory presale inspection report for properties demonstrating past or potential code violations. This inspection requirement would protect purchasers while mandating correction of all identified violations that endanger health and safety.

Objective 4. Provide housing affordable to all income groups.

Policy 4.1: Establish incentives for the inclusion of low and moderate income units in new residential developments.

Daly City previously considered and rejected a mandatory inclusionary standard for new development. This policy would not mandate inclusion, but would offer incentives to developers willing to include affordable units in a development. These incentives must include increased density, transfer of development rights, planned development zoning, etc. Incentives should not be used to concentrate low and moderate income households in one portion of the City and should not allow more than 20 percent of the units in a project to be designated for low and moderate income.

Policy 4.2: Use the financial resources available to the City to reduce the cost and increase the amount of affordable housing.

Like many California communities, Daly City has begun using tax-exempt bonds to finance local housing projects. Single-family mortgage revenue bond proceeds are used to make mortgage loans to first-time home buyers who can put as little as five percent down and have interest rates below conventionally available loans. Multi-family rental housing bonds require 20 percent of the units be made available to lower income households at affordable prices. Other sources for funding affordable housing should be explored and, where appropriate, utilized by the City.

Policy 4.3: Allow construction of a variety of cost-reducing, innovative housing types.

Modular houses and mobilehomes can provide additional housing for low and moderate income households. Daly City has enacted a prefabricated housing ordinance that regulates certain aspects of this housing type. The City should examine the ordinance for unnecessary constraints and continue to allow such units in areas where they complement the surrounding neighborhood.

Policy 4.4: Streamline the permit process to expedite housing construction.

Delays in project approval and issuance of building permits can add to housing costs. The City should make every effort to insure that projects are reviewed and acted on in the shortest possible time consistent with the City's interest in complete review. Priority processing should be given to projects that include housing affordable to low and moderate income households. The City should also strive for consistent application of construction related code requirements.

Policy 4.5: Make maximum use of available State and Federal housing programs.

The Federal government is continuing to evaluate its role in low and moderate income housing production. Previous housing programs have been discontinued or drastically changed. Daly City should monitor available Federal and State programs and secure its share of funds as programs are implemented.

Policy 4.6: Ensure that City amendments to and interpretations of construction-related codes and ordinances do not unnecessarily increase the cost of construction.

Traditionally, Daly City has adopted the statewide construction related codes (e.g., Uniform Building Code) with a number of local amendments. These changes can add to the cost of construction and maintenance of housing. City amendments to State codes should be carefully reviewed for their purpose and added construction cost. Any amendments adding to construction costs should be fully justified before approval. In interpreting the codes, City staff should consider the cost implications of their decisions. While not sacrificing quality or safety, interpretations should not be so narrow or restrictive that they unnecessarily add to construction costs.

Policy 4.7: Utilize a majority of the City's annual Community Development Block Grant entitlement directly for housing and infrastructure programs that benefit low and moderate income households.

The Community Development Block Grant funds Daly City receives annually are used for a variety of programs and purposes. With reduced funding levels likely to continue, it is imperative that a greater proportion of the funds be directed towards housing and infrastructure programs. This would be consistent with the spirit and intent of the Block Grant Program.

Objective 5. Insure housing opportunities for all people.

Policy 5.1: Prevent housing discrimination based on age, race, religion, sex or ethnic background.

To insure equal housing opportunity, the City should assist in the implementation of Fair Housing and Discrimination laws. The City should make use of opportunities in its interaction with real estate offices, businesses, and other groups or agencies to eliminate housing discrimination. Where discrimination is suspected, the City should vigorously pursue the matter and where discrimination is found, the City should either prosecute or assist other entities in prosecuting the matter.

Policy 5.2: Promote adaptability and accessibility of residential units for disabled occupants.

While Daly City has a greater number of accessible units than other San Mateo County communities, the City should maintain an active role in expanding accessibility and require all State and local handicapped codes to be met. Disabled residents are less able to compete for scarce housing units because many units are not accessible. The City should consider strengthening its ability to require accessible and adaptable units by enacting local ordinances requiring increased effort.

Policy 5.3: Encourage economic integration in housing.

At present housing opportunities for low and moderate income households exist throughout Daly City. This is due, in part, to City policies that promote balanced growth. A pattern of economic segregation, where a few neighborhoods provide a disproportionate amount of lower income housing, should not be allowed to develop. As special efforts are made to expand housing opportunities for low and moderate income households, the City should monitor housing patterns to insure economic integration.

Policy 5.4: Support a balanced distribution of quality residential care facilities.

It is desirable that residential care facilities be distributed throughout the City so people are offered a choice of locations. At the same time, dispersal will avoid an overconcentration of such

facilities in particular neighborhoods. State law precludes the City from regulating homes for six or fewer persons, but larger facilities are governed by zoning requirements. Proposed residential care facilities should be evaluated for compliance with the dispersal concept as well as proximity to community services and commercial areas; transportation and transit service; accessibility to open space/recreation opportunities; and other suitable criteria.

Policy 5.5: Provide financial assistance to lower income households in emergency situations.

The Daly City Community Service Center presently operates a housing assistance program that loans lower income families money to cover housing related emergencies, i.e., moving expenses, late rent, mortgage payments, etc. The program has proven successful, but continues to lack a more permanent source of funding; it has been funded by the Peninsula Community Foundation in the past. A number of alternative funding sources should be considered by the City in order to continue and to expand the program.

Policy 5.6: Expand home ownership opportunities.

Owner occupancy may assist in maintaining the housing stock. It is important that buyers be ready and capable of assuming the financial responsibilities of home ownership and maintenance. The City should work to expand the opportunity for individuals and families to own their home.

Policy 5.7: Support the development of rental housing.

Despite low vacancy rates and high rents, rental housing production was practically non-existent during the first half of the 1980's. Market conditions, which are beyond Daly City's control, have been cited as the principle constraint on rental housing construction. Many developers argue that rent control is a significant deterrent to the construction of rental housing in the Bay Area. Although Daly City does not have a rent control ordinance, Daly City should seek out financial and regulatory methods for stimulating rental housing production.

Objective 6. Maintain and enhance the quality and diversity of Daly City's neighborhoods.

Policy 6.1: Encourage the development of well-designed housing.

All Daly City residents should be given an opportunity to live in a neighborhood environment that includes well-designed houses. To ensure this the City should establish design guidelines

to be used in the Planning and Building review processes. The following should be used in evaluating new residential construction and home improvements: relate the design, shape, setbacks, size and landscaping of improvements to the character of surrounding buildings; curb cuts should be minimized and located so as to maximize on-street parking opportunities; building facades should be articulated through use of bay windows, cornice details, entry details, and other variations of horizontal and vertical planes; views and well-defined interior block open spaces should have impairment minimized; and barriers that insure private open spaces encouraged. Building designs that encourage or allow significant opportunity to modify occupancy by creating separate living units not allowed under the code should be prohibited.

In addition, guidelines should assure adequate open space and natural light and avoid significantly reducing sunlight available to adjacent properties. The City's architectural and site improvement controls should be administered at the staff level with appeals being heard by the City Council, Planning Commission, or a Design Review Committee established by ordinance.

Policy 6.2: Assure housing is provided with adequate public improvements, service and amenities.

A variety of factors contribute to the quality of Daly City's neighborhoods, including access to open space and recreational opportunities, the quality of schools, the full range of library services, the effectiveness of police and fire protection, adequate street lighting etc. Regular maintenance of streets and sidewalks, provision of street trees, control and prevention of graffiti and litter, protection from excessive traffic, and freedom from the nuisance of noise, are all important to neighborhood life, and all should be addressed by the City in providing its citizens with a quality living environment.

Policies 6.3: Allow neighborhood serving commercial activities in residential areas.

A residential neighborhood can benefit from the inclusion of certain non-residential uses in the area. For example the corner market, found in many of Daly City's neighborhoods, can meet resident needs without causing an intrusion or disturbance. A child care center provides another example. On the other hand, some non-residential uses are noisy, traffic-generating and nuisance causing, and therefore should not be allowed in residential areas. At present the Zoning Ordinance does not distinguish between these two general categories and, as a result, has identified both as non-conforming uses. The City, through its zoning powers, should establish reasonable guidelines for making the distinction and allow non-residential uses in the neighbor-

hoods if certain criteria are met. For example, the criteria might require: uses be pedestrian oriented with a neighborhood based trade area; limited hours of operation; strict truck delivery hours; limited business size; stricter sign and design controls to assure compatibility; etc.

Policy 6.4: Minimize the disruption caused by institutions expanding into or adjacent to residential areas.

The expansion of educational, religious, governmental, public utility and medical facilities may conflict with efforts to maintain or enhance the quality of life in a residential neighborhood. Buildings may not be in scale with the area; traffic and parking problems can be aggravated. To minimize potential disruption, the City should require processes (e.g., use permits) that allow careful review of expansion plans. The needs of the neighborhood for housing, on-street parking, and safe, quiet streets should be considered in addition to the needs of a particular institution. Larger facilities should be required to submit master plans prior to any City approvals of expansion requests. These plans should consider long and short-term improvements and alternatives for reducing neighborhood impacts while meeting the needs of the institution.

Objective 7. Reduce unnecessary or wasteful energy practices and encourage more energy efficient housing.

Policy 7.1: Educate the residents in energy conservation and heighten energy awareness.

Coordinating energy awareness and conservation efforts with the school districts and PG&E, the City should reach out to the wide variety of ethnic groups in a manner that will provide a wiser use of resources. The City could create an energy awareness guide for residents and businesses and foster awareness through awards and other such incentives.

Policy 7.2: Actively enforce the Title 24 Energy Efficiency Standards.

At present the City of Daly City actively enforces the residential energy efficiency standards (Title 24, California Administrative Code) for new construction. These standards encourage energy efficient design and adapt requirements to the climate experienced in Daly City. The City should evaluate all new residential construction and continue its Title 24 enforcement efforts.

Objective 8. Avoid or reduce the economic and social difficulties caused by displacement.

Policy 8.1: Encourage the relocation of sound housing units that are threatened by development activities or natural forces.

Where public or private development activities would result in the demolition of an existing housing unit that is in sound condition, or if the home is threatened by natural forces, the City should encourage the relocating of that building to a suitable vacant lot. The preservation of a sound building is a positive end, however, preserving an existing building should not create undue hardship that results in an increased cost for new residential construction.

Policy 8.2: Protect apartment dwellers who are affected by a proposed condominium conversion.

The Subdivision Map Act and the City's Condominium Ordinance specify procedures and guidelines intended to protect households who are to be displaced because of a conversion of apartments to condominiums. More specifically, Section 17.37.100 generally describes the relocation assistance a subdivider is to provide to tenants affected by a conversion proposal. The City should re-evaluate this general language and write specific standards for a relocation program that include requirements for: an on-site relocation assistance office; the return of all deposits and fees; benefits for voluntary relocation after conversion approval; benefits for forced relocation; first right of refusal for tenants wishing to purchase; and rent stabilization during the entire conversion process.

Policy 8.3: Provide relocation services where publicly financed actions cause displacement.

The adopted relocation assistance policy of Daly City as well as State relocation requirements should continue to serve as a basis for residents relocated because of publicly sponsored activities.

5 Housing Programs

The Housing Program is an action program defining what Daly City is doing or intends to do to implement the policies and achieve the goal and objectives of the Housing Element. The Housing Program is organized into two major categories: programs the City is currently utilizing to address housing needs and proposed programs that will further the housing goal, objectives and policies of the City. In addition to defining a specific action, the proposed programs also identify the anticipated source of funding, responsible agency, and time frame for each component of the program.

Current Programs For Housing

The following specific actions have been undertaken by Daly City in response to the City's housing needs.

Residential Rehabilitation Program

This City-wide effort in public-private cooperation provides lower interest loans to qualifying homeowners. The loans are used for improvements to correct building problems in substandard units to the extent that they will no longer be substandard by local definition. Two facets to the program are: (1) for persons who qualify for bankable loans, the City subsidizes some of the interest on the loan, (2) for persons whose credit

is not acceptable to the bank(s), the City provides a direct loan using Community Development Block Grant funds with the interest rate and form of the loan based upon the applicant's ability to pay.

Daly City's Rehab Program provides funds to the following:

- ❑ Low income homeowners to repair their homes.
- ❑ Low or high income homeowners with secondary units in place to bring the unit up to standard living conditions or for installation of a new secondary unit, if the unit is available for rent to a low income tenant or tenants.

The program is similar to the one previously operated by the City with the same types of assistance being provided (i.e., identifying needed improvements, preparing work write-ups, estimating costs, obtaining bids from qualified contractors, etc.). A system for monitoring who benefits from the program has been established by the City. This activity is a key element in both the five-year and the ten-year goals for rehabilitation of existing housing stock. Past program performance shows over 90 percent of allocated funds benefited lower income households and no change in this ratio is anticipated.

Section 8—Existing Program

The San Mateo County Housing Authority administers the Section 8 Housing Assistance Payment Program throughout all of San Mateo County (with the exception of Hillsborough and Atherton). The City strongly supports this program and has established a cooperative relationship with the Housing Authority to encourage the Section 8 Program in Daly City.

The City has established on-going meetings with the Executive Director of the Housing Authority to discuss strategies to encourage more participation by Daly City residents and property owners. These meetings have proven to be very helpful in assessing the effectiveness of the program in the City.

One problem the San Mateo County Housing Authority is addressing is the lack of available housing units. To increase the supply of units, the Housing Authority is preparing a "high quality" brochure to market the Section 8 Program to over 4,000 apartment owners in the County. The Executive Director of the Housing Authority will also be meeting with various real estate and property management associations to encourage their cooperation and participation.



Residential Geometry

Table 1.9
San Mateo County Housing Authority
Section 8—Existing Program

Daly City	Family	Elderly	Total
Certificate Users	157	90	247
Applicant Looking	60	57	117
Waiting List	453	297	750
S. M. County Totals:	1,013	1,030	2,043
Total Daly City Certificate Holders:	364		
Total San Mateo Contract Authority:	2,515		
Daly City Percent:	15%		

Source: San Mateo County
Housing Authority, October, 1985

There are currently 117 Daly City certificate holders looking for housing. The Housing Authority discovered recently that the fair market rent ceiling was too low for San Mateo County. Therefore, in many instances, certificate holders could not find housing. The Housing Authority obtained the approval of HUD to increase the ceiling by 20%. Hopefully, this will assist some of the Daly City certificate holders in locating housing.

Along with the lack of housing units, is the lack of Section 8 certificates to meet the demand. According to the Housing Authority, 750 Daly City residents are on the waiting list. Applications for these families cannot be processed until the Housing Authority receives more Section 8 certificates from HUD. The Housing Authority currently has overissued certificates by 10%.

Housing Revenue Bonds

As a result of the elimination or drastic reduction in the Federal and State Housing Development programs that have traditionally been relied upon for certain housing needs, Daly City has turned to the use of tax-exempt bonds to finance local housing projects. To do this the City created a Housing Development Finance Agency in 1985. Two types of housing bonds are being used in Daly City: single-family mortgage revenue bonds and multi-family rental housing bonds. The single-family bond proceeds are used to make mortgage loans to first-time home buyers. A down payment of as little as five percent is required and interest rates are usually three percent below conventionally available loans. The units can sell for up to \$142,800 in San Mateo County. The multi-family bonds require at least 20 percent of the units be made available to lower income (earning no more than 80 percent of the County median income or \$27,000) households at affordable prices.

Daly City has cooperated with a number of developers by passing inducement resolutions for three single-family (including condominium) proposals and four multi-family projects. The single-family bonds total \$20,000,000 and include projects with a total of 625 dwelling units. While not required under current State law, it is anticipated that a number of the units in Daly City will be available for lower income households. The multiple-family bonds total \$130,000,000 and have projects with a total of nearly 1,450 units. While some of these require additional zoning and planning approvals, construction has begun on others. Given the early response to the program in Daly City, it is anticipated that the City will be a successful issuer of tax-exempt bonds and, as a result, produce a number of low and moderate income units. If all the proposals currently in process come to fruition, the City will eventually assist in creating over 2,000 new housing units with some 290 affordable units through this housing bond effort.

Second Unit Ordinance

The concept of creating secondary units or "in-law apartments" in single-family homes recognizes the discrepancy between available housing characteristics and the trend toward smaller households. In May 1983, Daly City adopted a second unit ordinance intended to promote the concept while establishing reasonable guidelines and standards. The City has followed through with red tape minimizing efforts, applicant assistance, affordable fees, advertising efforts and a limited amount of financial assistance. Daly City's second unit ordinance has proven to be the most successful in California with a total of 222 legal units having been approved. One hundred and six of these are new units and 116 are previously illegal units that have been made legal and rehabilitated to meet health and safety requirements.

The City has recently conducted a survey of participants in the program and has had a 64 percent response to a six page questionnaire. While a full analysis of the results has not been completed, several preliminary findings have been made. The belief that secondary units are affordable is supported by the fact that 54 percent of the respondents indicate that the second unit rents for \$350 or less per month; 41 percent have rents between \$350 and \$450 per month; and only four percent of the units have a monthly rent of over \$450. Over 12 percent of the occupants are elderly persons and 16 percent are single parents with dependent children. The residential rehabilitation loan program has assisted in five secondary units with, in each instance, the units being rented at affordable rates to lower income households.

General Plan

The City of Daly City, in updating the Housing Element of the City's General Plan, is responding to the housing element guidelines issued by the State Department of Housing and Community Development (HCD). HCD requires that the Housing Element address the needs of all income levels including both very low and other low income level housing, as well as special housing needs, such as those of the handicapped, elderly, large families, farm workers and families with female heads of households. The Housing Element is also required to contain programs which assist in the development of adequate housing to meet the needs of low and moderate income households.

This revision process allows the Housing Element to be consistent with the goals of the City's Housing Assistance Plan (HAP) as well as provide additional information which could supplement the HAP. The programs set forth in this Housing Element function as a mechanism by which the goals of the HAP can also be implemented.

Center for Independence of the Disabled

The Center for Independence of the Disabled, Inc. (C.I.D.), provides both professional and peer oriented services which allow disabled individuals to live independent of institutions or other sheltered environments. C.I.D. provides such services as : peer counselling, independent living skills training, housing accessibility modification, roommate and housing referral, job development and job placement and transportation services. Most notable, C.I.D.'s housing accessibility modification service is available to all low and moderate income people with mobility impairments.

Block Grant funds are used to fund C.I.D.'s housing accessibility modification service which includes: outreach efforts through various media, screening/determination of eligibility of persons requesting assistance, assessment and planning of proposed modifications, accessibility modification work and training for safe and efficient use of the modifications.

During the past year, eight low income households in Daly City received assistance from the C.I.D. Program. Four of these households were renters and four were homeowners.

Improved Information Base

The value of the housing strategy is based, in part, upon the availability and collection of accurate data on both housing conditions and the special housing needs of particular groups. In order to provide a better information base, Daly City participates in activities such as: North San

Mateo County Housing Services Workshops, updating housing conditions survey, surveying vacant and underutilized parcels, monitoring building construction trends, and instituting an information management system, etc.

Shared Homes Program

The Human Investment Project, Inc., a non-profit organization operates the Shared Homes Program in Daly City. The program, funded by Daly City through Block Grant funds, provides added income to homeowners who may be on fixed incomes, companionship, and affordable housing for low income persons.

During 1985, 128 persons were successfully matched and 85% of these individuals were lower-income. The program is in its third year of operation. With housing costs steadily increasing, it can be assumed that more people will take advantage of the program. Shared Homes recently added another housing counselor to work at the Doelger Senior Center.

Fair Housing Program

Daly City contracts with Operation Sentinel to operate the City's Fair Housing Program. Housing discrimination restricts the mobility of families and minority groups. Often these groups consist of lower-income households.

The Fair Housing Program's primary objective is to provide equal opportunity in housing, thereby encouraging better housing opportunities for lower-income households. Operation Sentinel provides the following services to Daly City: public outreach and education to the public, the housing and real estate industry, and members of minority and ethnic groups about housing discrimination laws; processing complaints received from the toll free phone number H-O-U-S-I-N-G; investigating complaints using testers and; if warranted, refer the cases to the Fair Housing Lawyer Referral Service in Northern California.

Housing Assistance Program

The Daly City Community Service Center has a contract with San Mateo County to operate the Housing Assistance Program. This program provides financial assistance for emergency situations. The primary objective is to keep the family together. The project, funded by the Peninsula Community Foundation, lends families money to cover housing related emergencies, i.e., moving expenses, late rent or mortgage payments. These funds are provided when some unforeseen event prevents a family from meeting its normal monthly obligations. Daly City's program has been in operation for three years. Funding for the program ended in December 1984. However, Daly

City recaptured 20% of its funds through loan repayments, and has used these funds to continue the program. The program serves lower income households.

Proposed Programs For Housing

The following specific activities are proposed to be undertaken by the City in an attempt to implement housing policies. Each action has an accompanying responsible agency, possible funding source and time frame. The proposed housing programs are also related to one of the eight overall housing objectives cited in the policies section of this element.

Program 1. Housing Site Acquisition

Objective: New Housing Construction
Responsible Agency: Daly City Redevelopment Agency
Time Frame: Continuous
Funding Source: Redevelopment/Tax Increment Funds

Activity: Utilizing authority granted under the California Redevelopment Law, the City, through its Redevelopment Agency, should examine sites that are suitable, but not available for housing development at the present time and, where appropriate, use the power of eminent domain to acquire the sites. The sites can then be made available for new housing construction of a type that fosters the goal and objectives of the Housing Element.

Program 2. Surplus Land Disposition

Objective: New Housing Construction
Responsible Agency: City Manager, School Districts, etc.
Time Frame: 1988-9
Funding Source: General Fund

Activity: Publically-owned sites that are identified as no longer needed for the originally intended purpose and suitable for housing development should be made available for residential use. In most instances, State Law establishes a procedure for selling or leasing property that has been declared to be surplus. Where appropriate, the City could give priority to projects that respond to low or moderate income needs while meeting the Housing Element objectives. To accomplish this a cooperative effort between the City and other agencies with candidate parcels should be undertaken to review the procedures necessary by each.

Program 3. Secondary Units

Objectives: New Housing Construction; Neighborhood Compatibility
Responsible Agency: Department of Economic and Community Development
Time Frame: 1988-9
Funding Source: General Fund

Activity: A periodic review of the requirements and procedures in the Secondary Unit Ordinance should be undertaken in order to assure the effectiveness of the concept in producing new housing units and neighborhood compatibility. The planning staff, through the Planning Commission, should review the ordinance and, where appropriate, suggest revisions to the code. Areas of particular concern include: parking requirements for new units; unit size limitations; non-second unit improvements; restrictive housing code requirements; and procedural streamlining. This analysis can be a part of an overall Zoning Ordinance update or a separate amendment to the secondary unit section.

Program 4. Establish Allowable and Reasonable Densities

Objectives: New Housing Construction
Responsible Agency: Department of Economic and Community Development
Time Frame: 1987-8
Funding Source: General Fund

Activity: At present the theoretical densities allowed in the City's multiple family zoning districts are unrealistically high given height, lot coverage and parking requirements. At the same time the current General Plan limits multi-family densities to 50 dwelling unit per acre which impairs high density, high rise construction in areas deemed suitable. Revisions to the Zoning Ordinance and General Plan correcting these should be prepared by the Planning Division, reviewed by the Planning Commission and considered by the City Council.

Program 5. Facilitate Mixed-use Development

Objective: New Development; Neighborhood Compatibility
Responsible Agency: Department of Economic and Community Development
Time Frame: 1987-8
Funding Source: General Fund

Activity: Mixed-use development is allowed, at the present time, with issuance of a use permit by the City Council. The City should consider a zoning district or overlay zone that would facilitate mixed-use (apartments over suitable commercial) projects in suitable areas. The ordinance should specify reasonable performance stan-

dards for this type of development and should be coordinated with Redevelopment Agency activities.

Program 6. Monitor Housing Conditions

Objective: Housing Quality

Responsible Agency: Department of Economic and Community Development; Building Division
Time Frame: 1988-9

Funding Source: General Fund

Activity: The Housing Conditions Survey conducted in 1986 should be periodically updated and improved upon. Of particular concern is establishing the best possible process and guidelines for evaluating building conditions on a City-wide basis. Where appropriate, this information should be used in the Geo-base information system being developed by the City.

Program 7. Neighborhood Rehabilitation

Objective: Neighborhood Quality

Responsible Agencies: City Manager, Department of Public Works; Department of Economic and Community Development

Time Frame: Continuous

Funding Source: General Fund, etc.

Activity: The City, primarily through the Capital Improvements Program and a Streetscape Guideline, should establish a neighborhood by neighborhood program for coordinating efforts to improve conditions by upgrading streets, gutters, sidewalks, street trees, signage, etc. The program should consider existing neighborhood needs and desires and be capable of being completed in 3-5 years for each neighborhood area.

Program 8. Mandatory Code Corrections—Single Family Residences

Objective: Housing Quality

Responsible Agency: City Attorney; Building Division

Time Frame: 1988-9

Funding Source: General Fund; Fees

Activity: Revisions to the existing Residential Requirements Report (3R) Ordinance should be prepared and submitted to the Council. These revisions should include requiring a mandatory pre-sale inspection report prepared by the Building Division and paid for by the homeowner wishing to sell a residential property. The inspection report would be required for properties demonstrating past or potential violations as defined in the code.

Program 9. Mandatory Code Corrections—Multi-Family Residences

Objective: Housing Quality

Responsible Agencies: City Attorney; Building Division; Fire Department

Time frame: 1988-9

Funding Source: General Fund

Activity: The Fire Department's inspection program for apartment buildings should be expanded to include a mandatory pre-sale inspection. Such a requirement should be established by ordinance and require all building and fire code deficiencies be corrected. Of particular concern should be life safety systems.

Program 10. Streamline Permit Processing

Objective: Affordable Housing

Responsible Agencies: Department of Economic and Community Development; Building Division; Fire Department; Public Works Department

Time Frame: 1987-8

Funding Source: General Fund; Fees

Activity: To expedite housing construction, the City should establish a computer-based monitoring system for the entire development/construction process (zoning/subdivision review, final map processing, building plan check, inspection processes). This system should be used as a basis for identifying delays, provide management information for reducing backlogs and verify staffing needs in the process thereby reducing the time and improving the efficiency of project review.

Program 11. Review Code Requirements

Objective: Affordable Housing

Responsible Agencies: Various City Departments and Divisions

Time Frame: 1988-9

Funding Source: General Fund

Activity: Development/construction related codes, e.g., Building Code, Fire Code, etc. should be evaluated for requirements that may unnecessarily increase the cost of construction and/or rehabilitation. Especially of concern are local amendments to and interpretations of State or National codes. All local amendments should be evaluated and justified prior to re-adoption. Local amendments should not impair the use of cost reducing systems or materials that are approved by the State. All interpretations should be examined for reasonableness and uniformity.

Program 12. Expand the Housing Assistance Program

Objective: Affordable Housing
Responsible Agency: Community Service Center
Time Frame: Continuous
Funding Source: Undetermined

Activity: The Housing Assistance Program, which is described under the current programs section of the Housing Element, needs to find a more permanent source of funding in order to continue. The City should pursue all possible funding sources in order to preserve and expand this program.

Program 13. Improved Housing Design

Objective: Neighborhood Compatibility
Responsible Agency: Department of Economic and Community Development
Time Frame: 1988-9
Funding Source: General Fund

Activity: A Residential Guideline Manual should be prepared by staff, reviewed by the Planning Commission and approved by the Council. The guidelines should insure that new construction, additions and other home improvements are supportive, as opposed to competitive, with the visual character of the area.

Program 14. Fire Sprinkler Retrofit Program

Objective: Housing Quality
Responsible Agency: Fire Department
Time Frame: 1988-90
Funding Source: Undetermined

Activity: A pilot program to demonstrate the potential effectiveness of retrofitting single family homes with automatic fire sprinkler systems should be implemented. A variety of houses should be included in the study and a report detailing the problems, limitations, benefits and associated costs should be prepared. A subsequent public education program should also be implemented by the Fire Department.

Program 15. Study of Persons/Square Foot in Residential Areas.

Objective: Neighborhood Quality
Responsible Agency: Planning Division
Time Frame: 1988-9
Funding Source: General Fund

Activity: A Study should be prepared by staff and reviewed by the Planning Commission and the City Council, that identifies the critical threshold level of persons that can live in a single family dwelling and not exceed the capacity of service delivery systems. The areas that would be reviewed for capacity are the water and sewer systems, and the availability of parking in a typical Daly City single family neighborhood. Limits established in the fire, building and public health codes would be reviewed for their relevance to Daly City conditions.



Land Use Element

1 Introduction

Scope and Role of the Land Use Element

Daly City's predominant land use character has been established as a residential community with housing opportunities for middle income households. The majority of commercial land uses are retail and neighborhood serving establishments created along transportation corridors. Regional demand for consumer items occurs in limited locations within the City. Although these statements are true, they do not reveal the changing nature of Daly City.

The character of the City has been established by land use decisions made in the past, yet there are many such decisions to be made in the near future. Mature cities that have limited future growth capacity are not necessarily stagnant. Commercial cores may be intensified, remnant infill sites are available, and reinvestment for some locations and land uses can be made attractive for redevelopment. Maturity in the character of a city does not imply that there is a void in future land use decisions. This plan provides the framework for those decisions. The Land Use Element of the General Plan guides the future development of vacant lands and underutilized parcels in the City. This chapter accomplishes this by establishing, in general, areas for residential, commercial, and industrial uses.

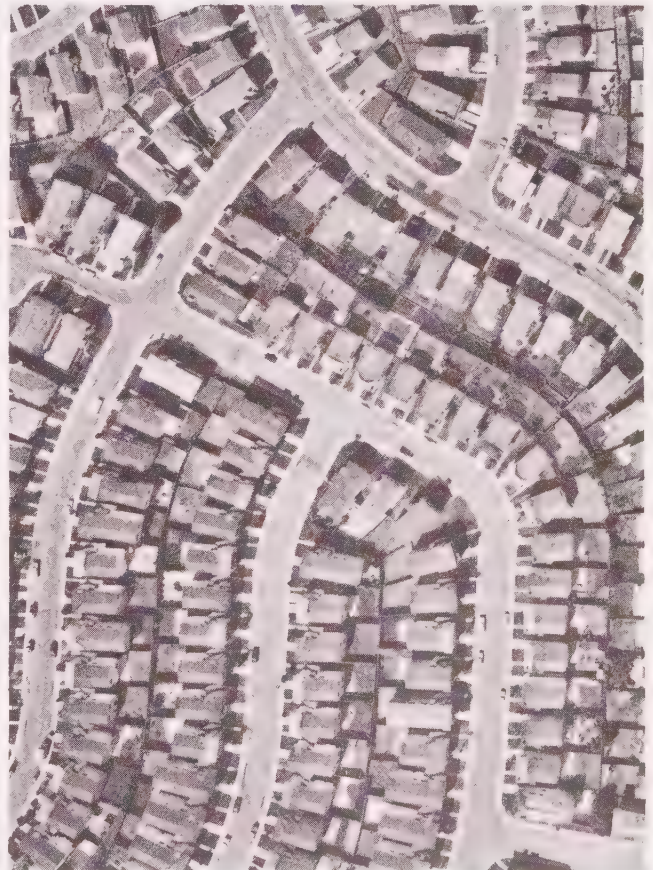
Although Land Use is only one element in the General Plan, it constitutes the vital core which synthesizes and thus brings consistency to the proposals of each individual element into an citywide plan that will support the future development and open space network for the City. The plan is intended to provide guidance for a five year period and should be reevaluated yearly to ensure that the policies, objectives and programs are still relevant.

The background section discusses briefly the relationship between land use policy for Daly City and outside jurisdictions that affect such policy. Since the General Plan is at the top of the hierarchy of land use policy, it is imperative to coordinate it with recent planning efforts that work toward a more specific level of detail. The existing land use section describes the City as it is today. The discussion presents land use issues by neighborhood, specific plan area and citywide scales. Based on the analysis of existing development patterns, an appropriate set of land use categories is used to distinguish the different levels of density and intensity of use throughout the City. Finally, the goal, objectives, policies, and implementation programs are presented and intended to provide a framework for public review and debate.

State Planning Law

State planning law requires every City and County to adopt a Land Use Element which shows the general distribution, location, density, and intensity of land uses for all parts of the jurisdiction. The City must adopt a set of goals and policies that are coordinated with the proposed land use designations. In particular, Section 65302(a) of the California Government Code states that Land Use Elements must:

- ❑ Establish a pattern of land use for housing, business, industry, open space, including agriculture, natural resources, recreation, education and public buildings, solid and liquid waste facilities;
- ❑ Set clear standards for density of population and the intensity of development proposed land uses; and
- ❑ Identify areas which are subject to flooding.



Land use patterns—single family homes

2 Background Information

Relationship to Other Jurisdictions

This section identifies other governmental jurisdictions, or decision making bodies, that influence the manner in which land use decisions are made in Daly City. Influence on land use policy varies considerably depending on the significance of a particular land use issue and the legal authority of the outside agency.

San Mateo County

Areas in the County General Plan that affect Daly City are Broadmoor Village and Unincorporated Colma. The County Plan recognizes that these areas are within the Daly City Sphere of Influence. This is a designation given to areas by the Local Agency Formation Commission that indicates the area could be annexed to Daly City in the future. Broadmoor is developed as a single family neighborhood and will remain as such for the foreseeable future.

Unincorporated Colma is an area that is anticipated to change with the influx of the BART tailtrack extension. The County Plan establishes, as a priority, protection of moderate income housing opportunities in the area. While the County retains the decision making authority in these areas, Daly City has a vital interest in future development proposals because of the close proximity to the city. When land use issues are raised, the County will consider the input of Daly City residents and city officials. It should be noted that some County-wide policies regarding land use, transportation, and resource protection can affect the City.

Daly City Redevelopment Agency

The Daly City Redevelopment Agency was created in 1972 to foster the commercial development of both Mission Street and Junipero Serra Boulevard. On Mission Street there are numerous underutilized parcels that will be intensified over time. The Redevelopment Agency has adopted Design Guidelines and a Commercial Improvement Program to help in the implementation of quality development on Mission Street. The Junipero Serra Boulevard portion of the Redevelopment Area has been designated as a Specific Plan area in this General Plan. The City has adopted the Peninsula Gateway Specific Plan to guide future development and attract investment. The Gateway Plan is described in more detail later in this chapter.

Local Agency Formation Commission (LAFCo)

Every County in the State has a LAFCo. This is a commission created to oversee the creation of new jurisdictions, such as a new city or special single purpose district, as well as review proposed changes in the boundary of a city. Usually these changes in city limits are requested in order to expand a city's jurisdiction into an unincorporated part of the County. One of the reasons for creating LAFCo was to insure that when cities expanded into undeveloped areas, the city could provide the necessary services and that the expansion would not cause unnecessary strain on regional resources such as a freeways, agricultural lands, or sewer treatment capacity. LAFCo also establishes the area called the Sphere of Influence for each city. This is the area that the city may annex in the future. Although the boundary may change over time, the Spheres of Influence for two different cities never overlap.

California Coastal Commission

The Coastal Commission was established in 1976 to ensure that all California cities and counties along the Pacific Ocean protect coastal resources. Coastal plans prepared by each agency must contain development policies that protect significant environmental resources, provide for public access to the shoreline, and allow for coastal dependent industry to be in appropriate locations. Since Daly City has prepared a Coastal Plan, and it has been adopted by the Coastal Commission, the direct involvement of the Commission has been reduced. Should the City wish to amend the Coastal Plan, the Commission would have to approve the amendment for it to take effect. Also, decisions made by the City on development proposals in the Coastal Zone may be appealed to the Coastal Commission.

Airport Land Use Commission (ALUC)

The Airport Land Use Commission was created to regulate land uses in areas that could be affected by the operation of an airport. The San Francisco International Airport is the only airport in the county that influences land use decisions in Daly City. The land use designations in this plan must be in conformance with the land use policies and land use plan adopted by the ALUC. This has particular importance in the Serramonte neighborhood because of the frequency of flights over that area. Of primary importance to this Commission is the intensity of land uses in the flight patterns of an airport and the adequacy of

construction materials used to mitigate the noise associated with overhead flights. The ALUC is a subcommittee of the Regional Planning Committee. This group is made up of representatives from each city within San Mateo County and was created by the Board of Supervisors to make recommendations on planning issues of regional significance.

Special Single Purpose Districts

Several special purpose districts exist within the city limits of Daly City. The North San Mateo County Sanitation District (NSMCSD) provides the western portion of Daly City, Colma and the Westborough portion of South San Francisco with sewage collection and treatment services. Although the NSMCSD is a subsidiary district of Daly City, it is still a separate legal entity. The capacity of the wastewater treatment facility is the primary NSMCSD issue related to land use policy. Capital improvements, such as the expansion of the plant, are the most influential aspect of the District.

The Bayshore Sanitary District is another special district that serves the residents of Daly City. This district serves the Bayshore area and the portion of Brisbane that includes the Southern Pacific switchyards. The District provides wastewater collection services and has a contractual agreement with San Francisco for wastewater treatment.

The two school districts, Jefferson Elementary School District and Jefferson High School District, are important to note because of their jurisdiction over large portions of vacant or underutilized land in the City. The future use of those lands, such as the Vista Grande School site or the Savage School site are major land use questions the City and District will face in the future. Other school districts such as the Bayshore and South San Francisco Unified School Districts do not directly influence land use decisions but are affected by them in terms of property taxes and student population.

The Colma Creek Flood Control Zone was formed in 1964 to control flooding along Colma Creek and is part of a larger district called the San Mateo County Flood Control District. The areas served in Daly City include the Serramonte neighborhood and portions of the Hillside neighborhood. While these areas are not subject to flooding, they are part of the watershed and thus the runoff contributes to flooding downstream. Development proposals in this area pay a portion of their property taxes toward the maintenance of this district in order to provide for adequate flood control in South San Francisco and Colma.

Regional Agencies and Districts

Association of Bay Area Governments (ABAG)

ABAG is a regional governmental body that includes the entire Bay Area. This is largely a long range planning agency that provides cities with analytical research and technical assistance on such topics as population projections and earthquake risk analysis. ABAG reviews and comments on environmental impact reports and provides the City with data collection and analysis of land use issues with regional significance.

Bay Area Air Quality Management District (BAAQMD)

The BAAQMD is similar to ABAG because they are regional in nature. They provide regional monitoring of air pollution levels throughout the Bay Area and on a site by site basis with respect to stationary pollution. When pollution emissions from a stationary source become a nuisance, the agency will respond to complaints made by the public. The BAAQMD is an important body in land use decisions because they provide for requirements that reduce air pollution from a particular project during the construction phase. As a policy body they have promulgated specific policies for land use decisions that promote the reduction in freeway traffic by locating employment centers closer to housing locations.

California Regional Water Quality Control Board, San Francisco Bay Region

This is a State regulatory agency responsible for protecting surface and groundwater resources in the Bay Area. Its main functions include regulation of municipal and industrial discharges under a permit program and the clean up of polluted groundwater. Specific activities include regulating discharges from surface drainage when erosion is a serious problem, and monitoring of current and past solid waste disposal sites including the old Daly City landfill at Mussel Rock.

Other Cities

Land use decisions made by other cities that border Daly City can have a significant influence on the character of the City. While the ultimate authority for those decisions will rest with the City Council of the bordering city, Daly City should remain aware of possible implications and raise important issues during the public review process. One example could be in Brisbane where the City is considering several different development proposals for the old San Francisco Railroad switch yard along the Old Bayshore Highway. Depending on the size and intensity of the development the positive and negative implications for

the Bayshore neighborhood could be significant. In general, the expansion of office space and the commercial retail sector of the region has implications for the land market and traffic in Daly City.

Use and Implementation of this Plan

The land use designations in the General Plan are broad categories that indicate the type of activity that may be developed on a site, such as commercial or residential. The General Plan also establishes the desired density or intensity for each land use category.

Density for residential land use designations can be established in either units or persons per acre. Since the numbers of persons in a household is a variable that changes quickly over time, most planning efforts focus on establishing density with dwelling units as the important variable. This plan will employ a density factor called "dwelling units per net acre of land" and is abbreviated by DU's/acre. Dwelling unit means a house or apartment unit. Net acre means that portion of land used for development excluding streets, easements, and public rights-of-way.



Land use diversity in the Serramonte neighborhood

This is in contrast to "gross acre of land", a figure that includes all land, whether it be used as a roadway, creekbed, or housing site. Using a "gross" figure is best suited for communities that have not yet constructed streets. In Daly City's case, most of the streets are built; therefore, residential densities are expressed in net acreage. Establishing a defined measuring tool does not change the potential density of an area. Rather, this should help to allow citizens to better visualize the intensity of residential use.

Intensity of use is a term different from density in that it applies to the amount of activity on a parcel of land. Highly intensive uses are industrial or high rise office locations where significant numbers of persons may work, place demands on traffic facilities, and use a lot of energy. Conversely, low intensive uses are parks and other open space areas such as a beach where human activity is limited to recreation.

The General Plan is implemented by using several different planning tools. The primary tool to implement the Plan is the Zoning Ordinance. While the General Plan provides the overall framework and policy for land use, the Zoning Ordinance is used to evaluate specific proposals for compliance with the Plan. In short, it is the "road map" for arriving at the concepts envisioned in the General Plan. The Zoning Ordinance will set standards for development such as height limits, setbacks, lot coverage, and bulk restrictions. The land use categories established in the General Plan Land Use map must be complemented with consistent zoning classifications.

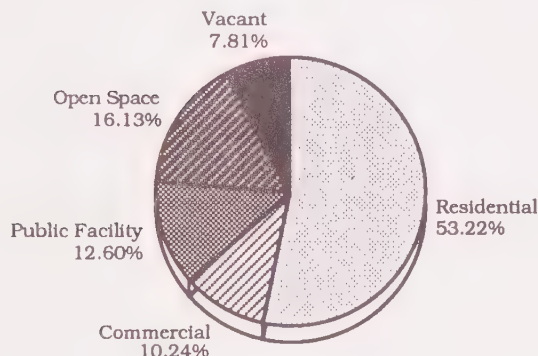
Another tool used to implement the General Plan is the subdivision ordinance. Subdivisions are created when property is divided for the purpose of sale, lease or financing. If someone wishes to subdivide property, the size of the new parcels must be consistent with the zoning attached to the land. The subdivider will be responsible for all improvements necessary to serve the proposed parcels or lots. These improvements may include streets, storm drains, water services, sewage disposal or any other improvement necessary for the proposed development depending on the parcel size and availability of services.

Cities also implement the General Plan with their capital improvement programs. This is a program to spend money on the upgrading or repair of public infrastructure, such as roads, storm drains, water mains, or traffic signals. An effective way to insure the realization of either redevelopment goals or initial urbanization of specific geographic locations is to provide an adequate amount of capacity of infrastructure to that area.

3 Existing Land Use by Planning Area

For the purposes of the land use chapter, Daly City has been divided into fourteen planning areas. Map 2.1 on page 42 shows the planning area boundaries. The planning areas include neighborhoods, designated redevelopment areas, and the coastal zone. The neighborhood areas include: the Bayshore, Southern Hills, Crocker, Hillside, Original Daly City, Westlake, St. Francis Heights and Serramonte neighborhoods. In addition to these areas, two areas in the unincorporated portion of San Mateo County located within Daly City's Sphere of Influence are addressed. These are Broadmoor Village and Unincorporated Colma.

Figure 2.1
Existing Land Use by Category



On page 43 is a land use matrix, Table 2.1, which outlines the acreage for each land use category by planning area. The matrix and the above chart indicate that, of the total City and unincorporated areas combined; 53% is residential; 16% is open space; 12.5% is in public facilities, streets not included; 10.3% is commercial; and 7% of the total area remains vacant. These figures indicate the overall land use in the City has not changed significantly in the last 10-15 years and future efforts to create a balanced land use pattern are restricted.

Neighborhood Areas

The following section provides a detailed description of each neighborhood, or planning area as listed above. Daly City is divided roughly in half by Interstate 280 and, as such, there are significant differences between the eastern and western portions of the City.

East of I-280 are the older neighborhoods that were developed mostly with medium density single family housing on parcels of 2,500 square feet. Corner markets are found randomly mixed with housing and strip commercial characterizes the business opportunities found along the major

streets. West of I-280 is the relatively newer construction, mostly developed after 1949. The neighborhoods are lower density, single family housing on 3,000 square foot lots. Apartments are found concentrated around shopping centers. The commercial areas are planned shopping centers with large areas dedicated to parking. The areas served by these centers range from the local neighborhood to the region. While the above is generally true, there are special circumstances for each planning area that provide distinction between neighborhoods.

Bayshore

The Bayshore neighborhood was annexed to Daly City in 1963. It is predominantly an area of attached single family residential units at medium-low densities of approximately 18 dwelling units per acre. (For specific descriptions of the land use categories, refer to section 4.) The major exception is Midway Village, a low density apartment complex developed by the San Mateo County Housing Authority located in southeastern portion of the neighborhood.

Geneva Avenue is the major commercial street in the area and is characterized by retail and service commercial uses. The Cow Palace is located at the western boundary of the neighborhood on Geneva Avenue and is the only facility in Daly City that can accommodate major sporting events, and shows. Bayshore Heights Park is a new 3.4 acre park which has recently been developed in the vacant area behind the Cow Palace. This park, together with Bayshore Park, provides recreational and open space opportunities for neighborhood residents. The City's only concentration of industrial uses occurs north of McDonald Avenue near the San Francisco border near Bayshore Boulevard. Two elementary schools and the Bayshore branch of the Daly City Library also serve the needs of the neighborhood residents. A large PG&E substation is the only significant public utility land use in this neighborhood.

Major constraints in this neighborhood include: aging water and sewer systems; dead end streets with no curbs, gutter and sidewalk; and lack of large parcels of easily developable land. Major opportunities in this neighborhood include: Geneva Avenue commercial area revitalization; infill single family residences; retail and office development; and park and open space development.

The Bayshore neighborhood contains the greatest amount of vacant land in the City. The combined acreage for both City and private owned land is approximately 69.7 acres or, 23% of the neighborhood area. However, much of this

PLANNING AREAS

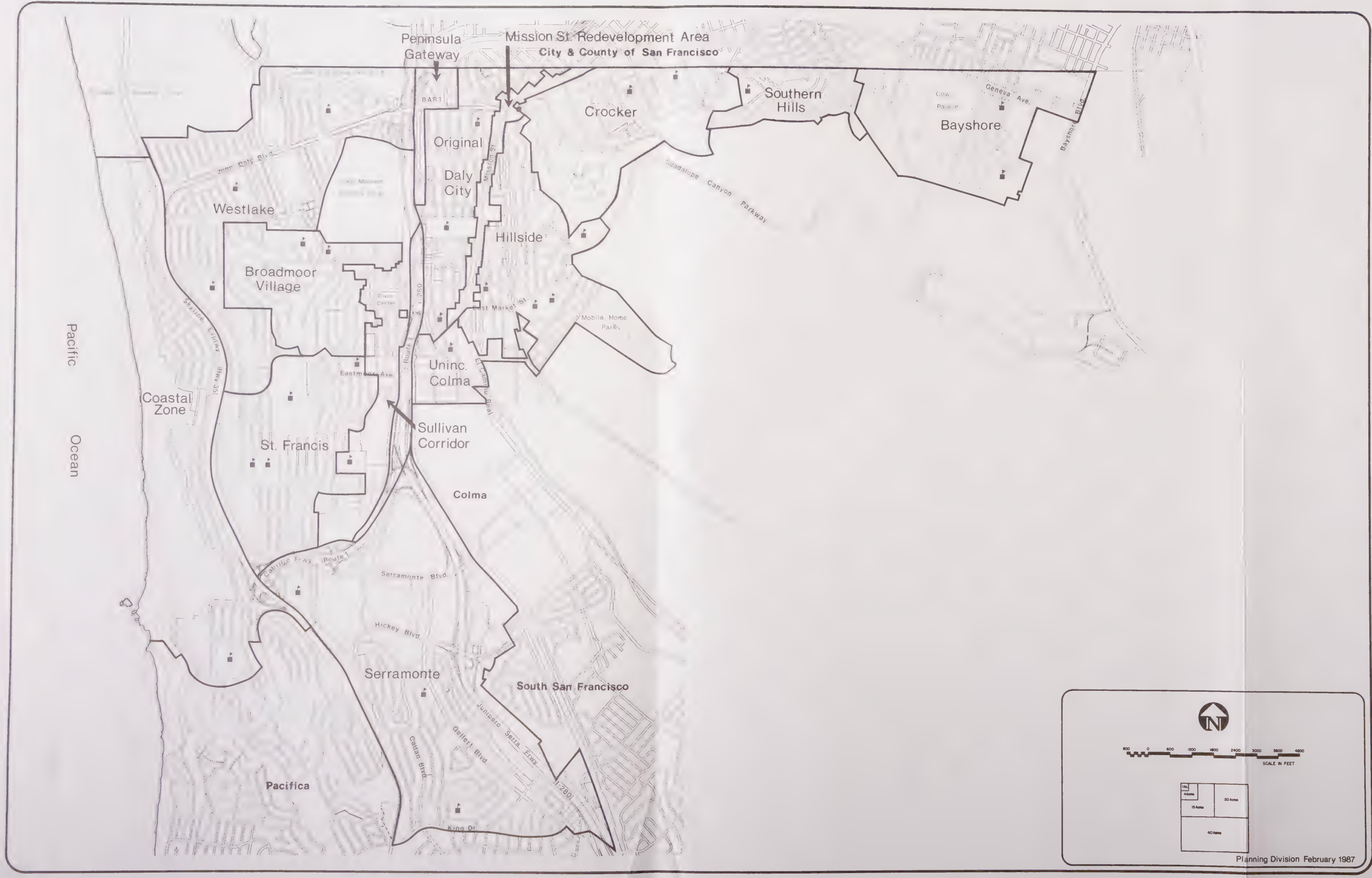


Table 2.1
Land Use Matrix—Daly City Planning Area

Land Use Designation	Specific Plan Areas				Neighborhood Planning Areas								Unincorporated Areas		Totals
	Coastal Zone	Pen. Gateway Specific Plan	Sull. Corridor Specific Plan	Mission Street Redevelopment	Bayshore	Southern Hills	Crocker	Original Daly City	Hillside	St. Francis	Westlake	Serramonte	Broadmoor (S.M. County)	Unic. Colma (S.M. County)	
Residential															
0-2 d.u./acre	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
2-14.5 d.u./acre	102.00	0.00	7.75	0.00	17.20	78.00	0.00	16.00	23.50	205.00	121.00	375.25	183.90	9.86	1139.46
14.6-20 d.u./acre	0.00	0.00	0.00	0.00	40.00	0.00	135.00	114.75	91.00	0.00	0.00	18.00	0.00	0.53	399.28
21-35 d.u./acre	0.00	0.00	0.00	0.00	1.25	0.00	0.00	2.75	5.50	8.30	3.75	28.00	0.75	3.67	53.97
36-50 d.u./acre	0.00	0.00	3.50	0.00	0.00	0.00	1.00	5.25	12.25	2.50	7.50	38.00	0.00	0.00	70.00
Over 50 d.u./acre	0.00	0.00	20.00	0.00	0.50	0.00	0.00	5.35	10.75	0.00	42.50	12.50	0.00	0.00	91.60
Commercial															
Residential Retail	0.00	0.00	0.00	0.00	0.00	0.00	1.00	0.25	0.00	0.00	0.00	0.00	0.00	0.00	1.25
Neighborhood	0.00	0.00	0.00	0.00	0.00	0.00	0.00	1.80	0.00	7.75	0.00	4.50	0.00	0.00	14.05
Retail and Office	0.00	3.50	10.75	32.50	7.00	0.00	0.00	0.00	2.50	0.00	28.75	88.00	0.66	18.97	192.63
Service	0.30	1.25	4.25	20.90	16.00	0.00	0.00	3.25	3.25	0.00	2.00	5.50	1.75	4.64	63.09
Office	0.00	0.00	11.10	2.40	0.00	0.00	0.00	0.00	0.00	1.75	0.00	27.00	0.00	0.00	42.25
Industrial	0.00	0.00	0.00	0.00	28.50	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	2.32	30.82
Open Space															
Recreation Public	2.30	0.00	0.00	0.00	5.30	0.00	3.00	7.80	7.40	7.70	13.60	24.00	0.00	0.00	71.10
Recreation Private	8.00	0.00	136.80	0.00	0.00	0.00	0.00	0.00	0.00	0.00	30.60	0.00	0.00	5.10	180.50
Tot Lots	0.30	0.00	0.00	0.00	0.00	0.60	0.00	0.25	0.00	0.10	0.00	2.25	0.00	0.00	3.50
Preservation	280.50	0.00	0.00	0.00	27.06	0.00	0.00	0.00	5.00	0.00	0.00	1.67	0.00	0.00	314.23
Vacant	12.11	8.70	24.09	1.30	79.06	20.37	26.94	2.50	11.87	5.40	0.00	21.37	0.00	23.56	237.27
Underutilized (1)	0.00	0.12	0.00	5.12	1.20	0.00	0.00	0.93	0.09	0.00	0.00	0.00	0.00	0.00	7.46
Agriculture (2)	0.00	0.00	0.07	0.00	5.50	0.00	0.00	0.55	4.02	0.00	0.00	0.00	0.00	0.00	10.14
Schools	19.00	0.00	0.00	0.00	5.75	4.75	8.25	29.50	32.00	97.50	20.55	27.00	21.90	6.17	272.37
Government Facility	0.00	0.00	9.75	1.90	58.50	0.00	0.00	3.00	0.00	0.00	0.00	0.00	0.00	0.00	73.15
Public Utilities	0.00	12.50	5.50	0.00	50.00	0.00	0.00	0.00	4.60	0.00	7.50	1.25	0.00	0.00	81.35
Totals	424.51	26.07	233.56	64.12	342.82	103.72	175.19	193.93	213.73	336.00	277.75	674.29	208.96	74.82	3349.47

(1) Note: Includes parking lots and used car lots

(2) Note: Includes green house

All figures shown are in acres

land is located along the lower portion of San Bruno Mountain and is steep and is not easily developable. While it is currently zoned for residential uses, both single family and multi-family, only portions of this vacant land are suitable for residential development. There are also a limited number of infill sites for single family residences. Some infill development has occurred on portions of Rio Verde and Accacia Streets.

Southern Hills

The Southern Hills neighborhood is entirely low density single family residential. In terms of urban design, this neighborhood is the exception in the area east of I-280. The typical home is a post-1950's detached single family residence, usually two stories with the living area over a two car garage. The housing occurs in ribbons along the ridges of steeply sloped hillsides affording views of Daly City, San Francisco, the Pacific Ocean and the Bay. Recreational needs are met by two tot lots and the playground of the Panorama elementary school, McLaren Park in San Francisco, and San Bruno Mountain Park.

The major constraint in this neighborhood is the lack of buildable, vacant land. Opportunities in this neighborhood include; the maintenance of open space (remnant portions of developed parcels located on steep slopes), and park or recreational development.

Crocker

The Crocker neighborhood consists primarily of medium-low density attached single family units, two story structures with living areas above street level garages. The neighborhood is characterized by a rich diversity of housing with distinctly different ages and architectural styles and contains a mixture of small scale services and amenities including local corner markets, the Lincoln Park and Clubhouse and two elementary schools. Since there are no large commercial areas within the Crocker neighborhood, the residents use the Mission Street area.

The Crocker is also a neighborhood which is experiencing rapid growth. This is exemplified by the construction of three of the largest residential planned developments in Daly City. The three planned developments will provide 867 condominiums. In addition to these three projects, a 71 unit townhouse/condominium infill project located on the old Crocker School site has been approved.

Constraints to development in the Crocker neighborhood include: lack of buildable, vacant land; aging water and sewer lines; and lack of street improvements in some areas. Opportunities for development include: infill single family residences; preservation of corner markets; mixed use development including commercial and residential; and annexation of 9 acres east of

Daly City, South of San Francisco

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South Hill Boulevard and Crocker Avenue designated in the County land use plan for housing.

A large amount of vacant land is in this neighborhood which is not considered to be easily developable. A majority of the parcels are located on the base of San Bruno Mountain within or in close proximity to the Habitat Conservation Plan area on steep slopes with no or limited access and no street or infrastructure improvements. There are also numerous infill single family residential sites within this neighborhood.

Hillside

The Hillside neighborhood contains the greatest mixture of residential densities in Daly City. Existing densities range from a low density of 12 dwelling units per acre to a very high density of over 50 dwelling units per acre in the southeast corner of the Hillside neighborhood where several streets have been developed in block-long rows of 4 unit buildings. This neighborhood is also one area in Daly City where vacant developable sites remain. Several blocks in the Hillside neighborhood were originally used for greenhouses, but have steadily been subdivided for housing development. The oldest housing in the area is located in the northeast section adjacent to the Top of the Hill and Crocker neighborhoods. The largest mobile home park in Daly City, The Franciscan, is located in this neighborhood.

This neighborhood's recreational and open space needs are provided by Hillside Park which is located in the eastern portion of the neighborhood and Edgewood Park located in the northern portion of the neighborhood, near high density housing. The War Memorial Community Center, which is not located in this neighborhood but in the adjacent Mission Street redevelopment area, provides several services for the residents of Hillside neighborhood including sports programs and other community services.

The Hillside neighborhood is also one of the few neighborhoods in Daly City experiencing rapid residential growth. Two new residential subdivisions are under construction in this neighborhood and will provide a mixture of 77 single family residences and 24 multi-family residences.

Constraints in the Hillside neighborhood include: age of sewer and water lines; lack of land zoned for commercial uses and a wide mixture of different residential densities that indicate uncertainty and lack of continuity in the neighborhood. Opportunities in this neighborhood include: reuse of underutilized parcels; and infill single family and multi-family subdivisions and residences.

A limited number of vacant areas exist within the Hillside neighborhood. The largest concentration of vacant land exists in the northern and southern portions of this neighborhood. The vacant land in the northern portion is on steep slopes with limited access and is not considered easily buildable. There is also vacant land immediately east of Hillside Park. The vacant land in the southern portion of the neighborhood is a mixture of vacant and underutilized parcels. These parcels represent the majority of infill residential parcels in the neighborhood. The Vista Grande School Site, approximately 3.8 acres, remains vacant and a good candidate for infill development.

Original Daly City

The Original Daly City neighborhood consists of three subareas. The northern portion of the neighborhood above John Daly Boulevard is characterized by atypical patterns of development which include: dense housing construction along narrow streets, steep hillside construction and dead-end streets. The area contains predominantly single family residential land uses at medium-low densities between 16-20 dwelling units per acre, some among the oldest in the City. Most structures are one story above a small one car garage. Some California bungalows which have no garage can also be found. Medium density (21-35 dwelling units per acre) multi-family units are usually located at the corners and in close proximity to commercial areas. There are no large open spaces, a small well used lot which provides some relief from the dense pattern of building is located on Hillcrest Drive.

The second subarea is the area located south of John Daly Boulevard and north of Jefferson High School. The area resembles the older Crocker neighborhood in terms of development patterns i.e.: wide variation in housing age and style; single residential land uses at medium-low densities (14.6-20 dwelling units per acre) laid out on an essentially regular grid; little or no side yard setbacks; and little open space other than Marchbank Park and the Jefferson High School campus.

The area south of Jefferson High School contains neighborhood commercial (confined to School Street) and service commercial (confined to Station Avenue) as well as a mixture of low; medium-low and very high density residential uses. Many medium-low density multi-family units have been developed primarily along the southern side of School Street, spilling over onto the streets that intersect with School between Station Avenue and Bruno Avenue. Below School Street, the single family units are developed on somewhat larger lots at lower densities. A surprising number of small vacant lots remain in this area, many of which contain agricultural uses.

Constraints to development in this neighborhood include: lack of large vacant, buildable parcels of land; and aging infrastructure including water and sewer lines. Opportunities include: infill single family residential parcels; reuse of underutilized land; increase in density of residential development; and open space and park development.

No concentration of large vacant parcels exists in the Original Daly City neighborhood. However, this neighborhood accounts for the majority of small and medium size infill parcels in the City. The highest assemblages of these parcels occur in the northern Top-of-the-Hill and southern portions of the neighborhood. These represent a mixture of both vacant and underutilized parcels which contain agricultural uses.

Westlake

The Westlake neighborhood consists of two subareas. The first subarea consists of the Westlake Center commercial area and surrounding multi-family residential development. The second subarea consists of two single family residential neighborhoods, Westlake North and Westlake Terrace. A third Westlake single family residential neighborhood, Westlake Palisades, is located in the Coastal Zone and will be discussed in that section.

The Westlake Shopping Center is a major commercial shopping center and serves the entire city as well as the Westlake neighborhood. Westlake Center contains a mixture of retail and office uses and is typical of the first open air malls. Across from the mall, along John Daly Boulevard, are several small commercial establishments including Joe's of Westlake restaurant, and California Federal Savings and Loan. The Country Club apartments are the multi-family units which surround the shopping center. This concentration of apartments contains some of the highest residential densities in the City. Densities in the Country Club Apartments range from medium densities of over 30 dwelling units per acre to very high densities of over 70 dwelling units per acre. Most of the recreational needs for the residents of this neighborhood are provided by the facilities in the nearby Westlake neighborhoods.

The Westlake subdivision is one of the oldest in the western portion of Daly City, dating back to the early 1950's. The single family homes in this neighborhood are generally split level, detached units constructed on 3,000 sq. ft. or larger lots. Densities in the three Westlake neighborhoods are low and typically between 12 and 15 dwelling units per acre. There was also a greater emphasis on building design, unlike the other neighborhoods west of I-280, whose differences occur only in the building facade treatments.

The Westlake neighborhoods contain the greatest number of recreational and open space opportunities within the city. The Westlake Community Center and Doelger Senior Center are both located in the Westlake neighborhood and are adjacent to Westlake Park. This neighborhood is also adjacent to the San Francisco Golf Club, the Olympic Country Club and the Lake Merced Country Club. However, these are private facilities and are not readily accessible to the general public. There are also two elementary schools as well as one private school located in this neighborhood.

Constraints for development in the Westlake neighborhood related to the general lack of vacant and buildable land. Geotechnical constraints due to the location of the San Andreas Fault and the continual erosion of the coastal bluffs play a role in the limitation of developable lands in Westlake neighborhood and are discussed in further detail in the section on the Coastal Zone. Development opportunities in this neighborhood are limited to the intensification and expansion of Westlake Shopping Center.

St. Francis Heights

St. Francis Heights was subdivided in the late 1950's and early 60's into single family residential land uses at low densities of approximately 14 dwelling units per acre. Since the parcels were platted in grid fashion they are similar in shape and configuration to those in many parts of Westlake. The housing is characterized by two story structures with living area above and two car garage below. While not as architecturally diverse as the Westlake neighborhoods, differences in facade details are prominent.

Seton Medical Center, the largest employer and largest single land use in the City is located in this area. Also located in the southern portion of this area are several medical and dental office uses. These are located in close proximity to the St. Francis Square neighborhood serving shopping center. Skyline Plaza is also located in this neighborhood. Both are smaller centers than the Westlake or Serramonte Shopping Centers and are neighborhood serving commercial centers containing a mixture of retail and office uses.

The neighborhood's recreational and open space opportunities are provided by the Alta Loma lot, Westmoor High School and Pool, Westmoor Park and the Savage School site. In addition to the high school, four elementary schools are located in the St. Francis Heights neighborhood.

The major development constraint in this neighborhood is the lack of easily accessible vacant land that is not constrained by existing residential uses. A good example of this is the 10,000 sq. ft. parcel located on the corner of Eastmoor and Zita Manor. The City has reviewed and de-

nied several proposals in the past few years for development for this site due to site constraints and the inability of any of the proposals to respect the integrity of the existing residential uses.

Opportunities for further development in this neighborhood center on the revitalization and intensification of existing neighborhood serving commercial areas. Subdividing portions of large parcels which are vacant or are currently used for open space or recreational purposes remains an option for infill development. In the St. Francis neighborhood, there are two distinct locations for this possibility: the Savage School Site, a 21-acre site used for playing fields; and the vacant portion of the lands of Street Andrews Church along Sullivan Avenue.

Serramonte

Serramonte is the newest large-scale subdivision in Daly City. A majority of the housing in this neighborhood was developed in the late 1960's and early 70's. Single family residences occur in strips along moderately steep hillsides in a fashion similar to that of the Southern Hills neighborhood. The housing style is also similar to that of Southern Hills and can be considered the most standard of all housing in the City. It is characterized by a two story structure with the living area over a two car garage at a density of approximately 14 dwelling units per acre. A majority of the houses are similar in style and architectural details that are not prominent with variations only occurring in the facade materials. This standard housing style is complimented by a small number of split level houses and single story ranch style homes.

While a majority of the housing stock in the Serramonte neighborhood is low density single family residential, low to medium density multi-family residential units are located in the southeast area of the neighborhood and very high density multi-family housing is located just west of the Serramonte Shopping Center. One of the largest new developments, Serramonte Ridge, has been approved for the old Serramonte Del Rey High School site. This new development will feature a mixture of office commercial, retail commercial and multi-family residential uses.

The Serramonte neighborhood residents' commercial needs are served by both the Serramonte regional shopping area and the King Plaza neighborhood serving commercial center. The Serramonte Shopping Center is an enclosed regional shopping center and is the largest in the City. It contains three anchor stores and numerous other shops. To the south, Serramonte Plaza, a large concentration of commercial offices, movie theatres and restaurants, exists on the eastern side of Gellert Boulevard. On the western side of the street, retail stores occur in typical "strip"

fashion. Several of the City's larger restaurants are located in Serramonte Plaza area, as well as two health and fitness clubs. King Plaza is located in the southernmost portion of this neighborhood and contains a mixture of retail uses and one of two bowling centers in the City.

The residents' recreational and open space needs are provided by Gellert Park, the largest park in the City. The main branch of the Daly City Library is located in the park as well as tennis courts, picnic areas, sports fields and a community center. Four tot lots and two elementary schools are located in the Serramonte neighborhood.

Constraints in this neighborhood include: lack of buildable, vacant land; small number of infill single family residential parcels; and a portion of the neighborhood is in the Alquist-Priolo Special Study zone. Opportunities in this neighborhood include: intensification of existing regional and neighborhood serving commercial centers.

The Serramonte neighborhood contains four of the largest single parcels of vacant land in the City. However, two of the parcels are of irregular shape, contain steep slopes and are adjacent to existing commercial areas. A five acre vacant parcel is located in the southwestern portion of the neighborhood and has the San Andreas fault running directly through it. The fourth parcel is located on Hickey Boulevard and a 151,000 square foot office building has been approved for construction on this site.

Unincorporated Areas

Broadmoor Village

Broadmoor Village is a low density, single family residential neighborhood completely surrounded by Daly City thus creating an "island" or pocket of unincorporated County land. This neighborhood is characterized by single family residences located on large lots with a resulting density below 10 dwelling units to the acre. The houses in this area are different from those located in Daly City as they are typical one story ranch style houses. From the standpoint of service delivery, Broadmoor should become a part of Daly City. Police and fire protection services could be more easily rendered, the location and access to government would be more convenient for the Broadmoor residents and the cost of providing these services would be less expensive for the City to provide than the County or special districts.

Unincorporated Colma

Unincorporated Colma is a small urban neighborhood in the area between Daly City and the Town of Colma. Extending along both sides of El Camino Real, the area is approximately 115

acres in size and has a current population of approximately 400 persons. The area contains a mixture of land uses including retail and service commercial, industrial and low density single family and medium density multi-family residential uses. The residential uses located here are considered to be one of the County's major concentrations of affordable housing, as the units tend to be smaller and older than the County average.

In addition to the above stated uses, there is currently a considerable amount of vacant land in this area. However, both BART (Bay Area Rapid Transit District) and SamTrans (San Mateo County Transit District) have proposed major projects in the area. BART is currently constructing a tailtrack extension and storage yard in the area. SamTrans has proposed development of a park and ride lot adjacent to the storage yard site, south of D Street along Junipero Serra Boulevard. The voters of San Mateo County passed a county-wide initiative in 1985 that allows SamTrans to construct a second Daly City BART station in this area.

Special Areas

Four special areas are identified in this Plan. These include the Coastal Zone, the Sullivan Area Corridor and the Redevelopment Areas which include Mission Street and the Peninsula Gateway Plaza. They were deemed special areas because they have specific planning related tools applied to them that go beyond the city-wide zoning ordinance.

The Coastal Zone

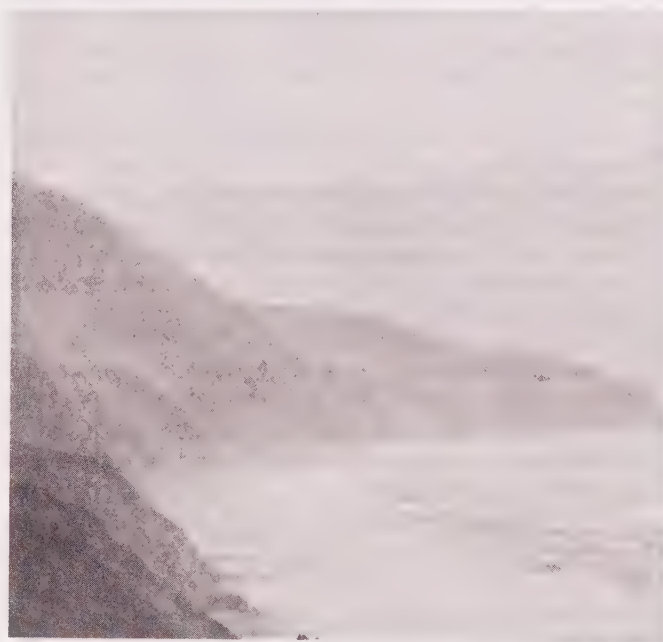
The City adopted the Coastal Element in November of 1983. The Coastal Element will remain in effect and will not be changed by the adoption of the revised General Plan. Implementation of the Coastal Element meets the goals of the Coastal Act by establishing land use designations with the appropriate level of detail to give the City direction in land use policy. Many of the principles in the Coastal Element are carried over into the text of this land use element.

The basic goals of the Coastal Act are to protect environmental resources, promote a balanced utilization and conservation of coastal resources, maximize public access to the beaches, and assure priority for coastal dependent development. The Daly City Coastal Element has been certified by the California Coastal Commission and as such, implementation of the plan is the responsibility of the City.

The Daly City Coastal Zone is designated by the Coastal Act and includes all areas west of Skyline Boulevard and that portion of the Westlake North neighborhood located west of Eastgate Drive. The fourth Westlake neighborhood is

located in the Coastal Zone and is exclusively low density single family residential in nature. The housing styles in this neighborhood vary from one story single family homes with attached garages to the typical two story unit with living area above a two car garage.

Because of the unstable conditions of some of the bluffs in the area, three houses located on Skyline Drive have been declared unsuitable for human occupancy. One of the homes was relocated; the other two remain vacant. The erosion of the cliffs may continue to pose a threat to some of the residences in this area. Lynvale Court, at the northern portion of Skyline Drive, has also experienced the loss of several housing sites along the bluffs. The vulnerability of these homes to natural hazards such as earthquakes is exacerbated by the fact that the San Andreas fault dissects the southern portion of Daly City's Coastal Zone.



The Coastal Zone—a special area

The Coastal Zone area falls under the jurisdiction of the Daly City Coastal Plan. The Coastal Plan requires discretionary review by the Planning Commission and City Council for any development within 1000 feet of the coast. The Alquist-Priolo Special Studies Zone also occurs in the southwest portion of the Coastal Zone. The Special Studies zone is delineated by the State Geologist and represents all areas within 1000 feet of the San Andreas earthquake fault.

A majority of the recreational and open space needs of the residents in the Coastal Zone are served by the facilities and parks located in the adjacent Westlake neighborhoods. In addition to the facilities outside of the neighborhood, the

Coastal Zone also has the Palisades, Northridge, Longview and Mussel Rock parks located along the coastline as well as one elementary school.

Constraints within the Coastal Zone include: identified landslide areas and unstable coastal bluffs; location of the San Andreas fault in the southern portion of the Coastal zone; limited beach access due to topography; climate including high winds and low temperatures; limited amounts of vacant developable land. Opportunities include: continued preservation of open space; expansion of low intensity recreational opportunities; the intensification of existing underutilized land.

Only a few vacant parcels of land are within the coastal zone. One site considered developable is located at the end of Westbrae Drive. As stated above, unstable soils has resulted in the removal of several houses along the coast with the resulting areas remaining vacant and should not be redeveloped with an intensive use. The parcel containing riding stables on northern portion of Daly City's coastal zone could be developed into a more intensive visitor serving facility provided the site does not have prohibitive geotechnical constraints.

Peninsula Gateway Plaza

The Peninsula Gateway Plaza Specific Plan was prepared for the City in May of 1986 in accordance with the California Government Code 65450 which regulates such documents. The Specific Plan provides a bridge between the General Plan and individual project submittals, in a more specific manner than is possible with the community-wide zoning ordinance. The specific plan can amend zoning ordinances to create more appropriate use or density designations and can serve as a basis for a development package.

This specific plan was prepared in response to several different factors. BART is expanding service to the area with the tailtrack extension, the Redevelopment Agency has been acquiring lands in an attempt to assemble parcels for development, access to transit facilities such as Interstate 280 and BART are considered a major draw for office uses, and finally, it was recognized that there are some infrastructure deficiencies that must be addressed in a strategic manner in order to attract private sector investment.

The Specific Plan is flexible with respect to site planning but specific with respect to magnitude of development, planning, holding capacity and circulation performance standards as well as other development guidelines and design standards. Each property developer shall be required to prepare project proposals that incorporate measures to mitigate significant environmental impacts as identified in the Peninsula Gateway Plaza Specific Plan Environmental Impact Report.

The Peninsula Gateway Specific Plan area encompasses lands along Junipero Serra Boulevard, designated as a Redevelopment area by the City Council. It also includes the Daly City BART station located just north of John Daly Boulevard. There is currently a mixture of retail and service commercial uses located along Junipero Serra Boulevard. The City and BART prepared the Peninsula Gateway Specific Plan to address the redevelopment of the Junipero Serra commercial corridor.

With the increase in ridership of BART and the deteriorating level of service of the major arterials which serve the station, John Daly Boulevard and Junipero Serra Boulevard, there has been an increase in transportation and circulation problems associated with the area. In response to these increasing problems, the City of Daly City, BART, SamTrans, MUNI, and CALTRANS had an Intermodal Study prepared which presented several alternative modifications to the area which could relieve some of the current transportation related problems. This study formed, in part, the basis of the Peninsula Gateway Specific Plan.

A large amount of vacant, developable land is located in this specific plan area. It consists of several vacant parcels that have frontage along Junipero Serra Boulevard as well as the former Southern Pacific Railroad right-of-way located behind the existing development on Junipero Serra Boulevard. Some of the existing development along the corridor can be considered an underutilization of land and represents potential for reuse.

Mission Street Redevelopment Area

Mission Street is the third area identified in this plan as a specific planning area. It is part of the Daly City Redevelopment Area and as such, is regulated by the Redevelopment Agency. The Agency adopted Design Guidelines in April of 1977 to help promote the physical development of Mission into a pedestrian oriented commercial area. The State highway status of Mission Street has been a major obstacle to achieving this objective. In order to help promote private investment, clean up storefronts and attract shoppers, the City established a Commercial Improvement Program. This program offers property owners or commercial businesses a rebate up to fifty percent of the cost to improve storefronts. This program has had considerable success in some locations on Mission Street but is yet to attract a major investor to the area.

Mission Street is one of two "Strip Commercial" areas in Daly City. Both retail and office and service commercial uses are located along Mission Street with the concentration of service commercial uses occurring on the southern portion and the retail uses located closer to the Top

of the Hill. The War Memorial Community Center is located on Mission Street and provides residents with recreational and community services.



Commercial mixture in the Sullivan Corridor

Numerous vacant and underutilized parcels are located along the Mission Street corridor. The vacant parcels are small infill lots and a majority of the underutilized parcels are currently used as parking lots. These areas represent the greatest opportunity for development along the Mission Street corridor. However, limited space for parking and access to and from Mission Street represent constraints to development.

Civic Center/Sullivan Corridor

The Sullivan Corridor Specific Planning Area is distinguished largely by the Civic Center, several office buildings and the Seton Medical Center. To date, this is an area that has no specific plan. However, one of the objectives of this land use element is to create a specific set of land use policies, designations and programs that identify a vision for the area.

The Sullivan Corridor Specific Plan area contains a mixture of office, retail and office and service commercial uses as well as single and multi-family residential uses. Located in this area, the Civic Center is surrounded by very high density (over 50 dwelling units per acre) multi-family residential apartments. Several office buildings are in close proximity to the Civic Center as is the main branch of the post office. The retail commercial uses in this area occur along

Junipero Serra in typical strip fashion. The Serra Theatre is located on Junipero Serra Boulevard. Adjacent to this neighborhood is Broadmoor Village, a portion of unincorporated San Mateo County.

Most of the land in the northern portion of this area was annexed into Daly City between 1965 and 1980. A project review committee has also been established for the Sullivan Corridor Specific Plan area. This committee was originally formed as the "Civic Center Committee" to review all proposals for conformance with the original Civic Center Plan. The committee's jurisdiction was later expanded to encompass the uses present along the Sullivan Avenue Corridor which originates in the Civic Center area and terminates just south of Southgate Avenue.

The Sullivan Corridor Specific Plan area does not feature any designated parklands and the residents must go to either the Westlake neighborhood or St. Francis neighborhood to fulfill their open space or recreational needs.

Constraints within the Sullivan Corridor include: limited access to Savage School site; lack of a specific plan; lack of contiguous vacant parcels of land; inadequate water and sewer lines; limited open space and recreational opportunities. Opportunities include: intensification of underutilized and vacant lands; formulation of a specific plan for the Civic Center area; creation of recreational opportunities; commercial office and retail as well as mixed use development; and land acquisition.

The Savage School site represents the largest vacant parcel of land within this special area. Although the Savage School site is in this area, it is more closely associated with the St. Francis neighborhood. The site is approximately 21 acres in size and is located in the southernmost portion of this special area adjacent to the St. Francis Square neighborhood shopping center. Several other medium size vacant parcels are located in close proximity to the Daly City Civic Center. Interspersed with these vacant lands are several parcels which contain greenhouse uses, contractors yards and light industrial uses which represent an underutilization of land.

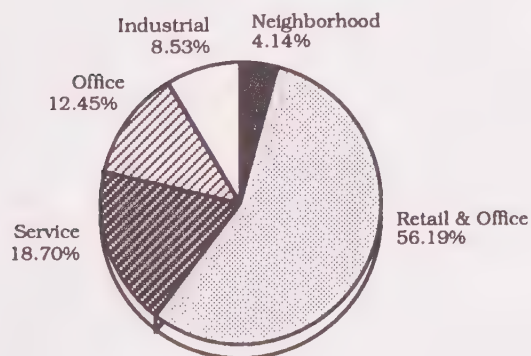
4 Land Use Categories

Commercial

The intensity, bulk and scale of commercial development can be measured and regulated in a variety of ways. Three of the more common methods of stating intensity of commercial land use are lot coverage/building height, land use intensity standards and floor area ratios. Floor area ratio (FAR) is the ratio of building floor area to the size of the lot. The gross floor area of a building divided by the lot area produces the FAR. Thus, a FAR of 6.0 on a 10,000 square foot lot would allow a building whose total floor area is 60,000 square feet. For planning purposes, FAR provides a reasonable measure of commercial development intensity. When used alone, FAR gives a developer great flexibility in deciding to build a low building that covers all or most of a lot or a taller building covering a smaller portion of the lot. FAR may be used in combination with other bulk regulations, open space and building space requirements, and thus reduce flexibility. The nature of commercial development requirements and the variety attributes of lots throughout Daly City necessitates a range of FAR be considered in describing land use categories.

The following pie chart shows the percent of each of the different existing commercial land uses in the City. No residential retail land uses are included in the chart because their percentage of total land was negligible.

Figure 2.2
Commercial Land Use



Retail and Office Commercial

This land use designation consists of retail and office uses both regional and city-wide in scope. Examples of retail uses in this category include: automotive dealers and automotive retail; grocery and other food stores; general merchandise

stores; department stores; drug stores and pharmacies; building materials, hardware and garden supply stores; apparel and accessory stores; eating and drinking establishments; hotels, motels and other temporary lodging facilities; and other miscellaneous retail uses. Examples of office uses include: medical, dental and other health services; banks and other financial institutions; real estate and insurance offices; business services; legal offices; and other office related services such as small scale printing and photocopying businesses.

Retail and office commercial designations apply to a wide range of commercial shopping areas—from Mission Street to Geneva Avenue to Westlake Shopping Center to Serramonte Shopping Center. The FAR also varies for land within this category and ranges from 2.5 to 5.0 square feet of building area for each square foot of land area.

Office Commercial

This land use designation consists primarily of office and office serving commercial uses. This category would include those office uses described in the "Retail and Office Commercial" designation but the emphasis would be placed on the office use rather than the retail use in terms of land use intensity. In addition to office uses, this category includes office serving uses such as: health and fitness centers; small scale printing and photocopying businesses; and eating and drinking establishments.

The FAR for office commercial land uses generally ranges from 1.0 to 3.5. Exceptions to this range do exist in a limited number of areas in the City. One such exception is the Peninsula Gateway Plaza Specific Plan area where office and retail development limits are established on a block by block basis.

Service Commercial

This land use designation consists of those commercial uses which are more service or heavy commercial oriented. This includes: automobile sales and repair; gas and service stations; small scale warehouse and storage; building material suppliers and small scale manufacturing; and construction related services such as contractor yards.

Service commercial FAR typically range from one-half square foot or less to 3.0 square feet of building area per square foot of land area.

Neighborhood Commercial

This land use designation consists of uses that serve the neighborhood and draw from the local area rather than the entire region or city. Neighborhood commercial uses include personal services such as beauty parlors and barbershops and miscellaneous retail establishments such as liquor or grocery stores. Four shopping centers—Skyline Plaza, St. Francis Square, Broadmoor Plaza, and King Plaza—have been identified as neighborhood serving commercial centers. Some office commercial uses occur in this category, and are limited to several real estate and insurance offices.

With large surface parking lots and relatively low profile buildings, the floor area ratios for neighborhood commercial centers generally are 0.5 or less with a few centers above the 0.5 ratio but less than 1.0.

Residential Retail

This land use designation is characterized by “mixed uses” consisting primarily of retail uses on the ground floor and single or multi-family residential uses above. Typical commercial uses in this district are: Grocery/liquor stores; Drug stores; and Personal services such as barber shops and beauty salons. The commercial area on School Street has been identified as a residential retail area as are several “corner markets” located in the Crocker and Original Daly City planning areas.

The typical residential retail site has a commercial FAR between 0.5 and 1.0. Residential square footage would not be included in this calculation.

Light Industrial

This designation includes light manufacturing, storage of merchandise produced on the site, administrative offices, and research facilities that are subordinate to the primary business. All industrial districts shall be developed with special urban design qualities that maintain and enhance the aesthetic and functional relationships of surrounding development. The FAR for light industrial development would not exceed 1.0.

Residential

The pie chart on the following page shows the amount of existing residential land use, by density, throughout the City. Planned Developments are included in their respective density classification rather than as a separate category.

Density referred to in the residential land use categories is Net Density (does not include easements, streets, or public improvements) and is based upon both the extent of the zoning district and existing land use on the site.

Low Density 2-14.5 D.U./Acre

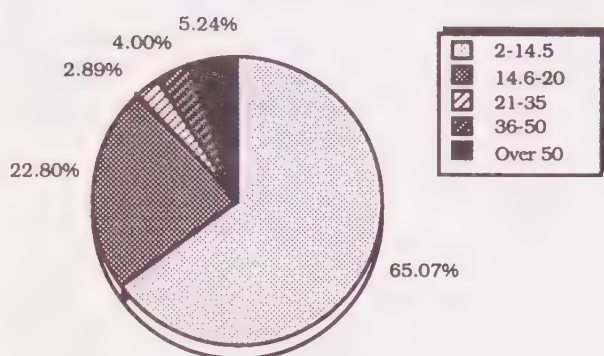
This land use designation applies to those areas which were subdivided after January 1949 and



Original Daly City—circa 1911

have single family residences located on parcels of 3000 square feet or greater. Subdivisions with a minimum parcel size of 3000 square feet have a resulting density of 14.5 dwelling units per net acre. These areas are located predominantly in the portion of Daly City which is located west of Interstate 280, with the exception of the Southern Hills neighborhood located east of Interstate 280. This is the predominant residential land use category in Daly City.

Figure 2.3
Residential Land Use
Dwelling Units/Acre



Medium-Low Density 14.6-20 D.U./Acre

This land use designation applies to those areas which were subdivided prior to January 1949 and have single family residences located on parcels with a minimum parcel size of 2500 square feet. Single family subdivisions utilizing a minimum parcel size of 2500 square feet result in a density of approximately 18 dwelling units per net acre. These areas are located predominantly in the older portions of Daly City which are located east of Interstate 280.

Medium Density 21-35 D.U./Acre

This land use designation applies to those areas which allow 2 dwelling units per 2500-3000 square foot parcel. These areas are primarily dispersed throughout the older portions of Daly City, and correspond to areas developed with duplexes and some multi-family areas where there are small multi-unit buildings located on large lots.

High Density 36-50 D.U./Acre

This land use designation applies to those areas that were developed with a minimum lot area per unit of 500 square feet on a minimum parcel size of 2500 square feet. This designation applies primarily to multi-family residential structures. This density is found in the newer, large multi-

unit developments where open space meets the minimum requirements of the zoning code.

Very High Density Over 50 D.U./Acre

This land use designation applies to those areas that were developed with a minimum lot area per unit of 300 square feet on a minimum parcel size of 2500 square feet. This designation applies to existing very dense multi-family residential units. This density is prevalent in those areas characterized by large multi-unit structures, located in close proximity to the Westlake and Serramonte shopping centers and other commercial development. These developments are characterized by the large number of units constructed with little or no private or public open space.

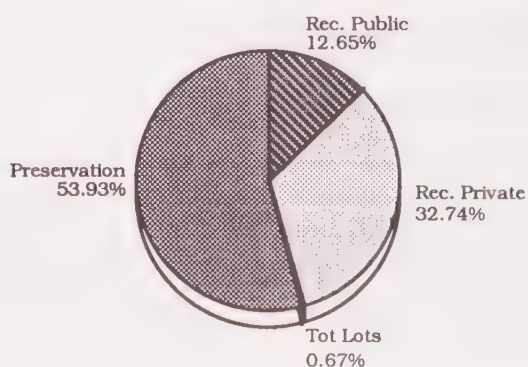
Residential Planned Developments

Residential Planned Developments range in density from a low density of approximately 11 d.u./acre to a high density of approximately 53 d.u./acre. The differences in density can be attributed to several factors, most notably the ability to design the project around site specific constraints and the amount of private open space per unit required to protect or enhance special site features.

Open Space

The following pie chart shows the percentage of each open space category found in the City.

Figure 2.4
Open Space



Open Space Recreation Public

This land use designation applies to all developed public open space including all state, regional and local parks and city maintained tot lots which provide recreational opportunities to the community.

Open Space Recreation Private

This designation includes such facilities such as golf and country clubs, golf driving ranges and horse stables which are privately owned and operated.

Open Space Preservation

This designation includes all vacant lands which because of environmental factors such as slope, soils, and topography and/or prohibitive development costs such as nonexistent access or lack of infrastructure that render the use of the land for any type of use other than permanent open space undesirable.

Open Space Residential 0-2 D.u./Acre

This designation is applied to those areas where the majority of the site should remain in open space due to site constraints or a high degree of environmental resource value. The designation allows for very low residential densities as long as the siting of the housing respects site characteristics.

Agricultural

This designation includes uses such as greenhouses, row crops, cut flowers and livestock grazing. These uses are limited in Daly City and occur mostly on small parcels which are dispersed throughout the Hillside and Original Daly City neighborhoods and one large parcel in the Bayshore neighborhood.

Public Facilities

Government Facilities

This designation applies to all land on which federal, state or local government facilities are located. This includes the Daly City Civic Center and corporation yard, the Department of Motor Vehicles office, War Memorial Community Center, the main branch of the Post Office and the Cow Palace.

Schools

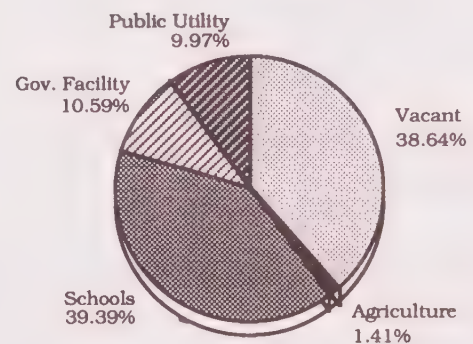
This designations applies to all schools, public or private, including all elementary (K-6), middle (7-9) and high schools (9-12).

Public Utilities

This designation includes all lands which are owned by public utilities companies such as P.G. & E., Pacific Bell and the North San Mateo County Sanitation District. These include telephone and electrical switching and corporation yards and the Sanitation District's wastewater treatment plant.

The following pie chart depicts the existing acreage of lands classified as public facilities and various other land uses such as agriculture, underutilized and vacant lands.

Figure 2.5
Other Land Uses








The maps on the following three pages show existing land use based on the categories described above. Page 55 displays the existing land use, while page 56 shows the location of all the community facilities and page 57 illustrates the proposed land use for the City.

EXISTING LAND USE

Generalized











RESIDENTIAL

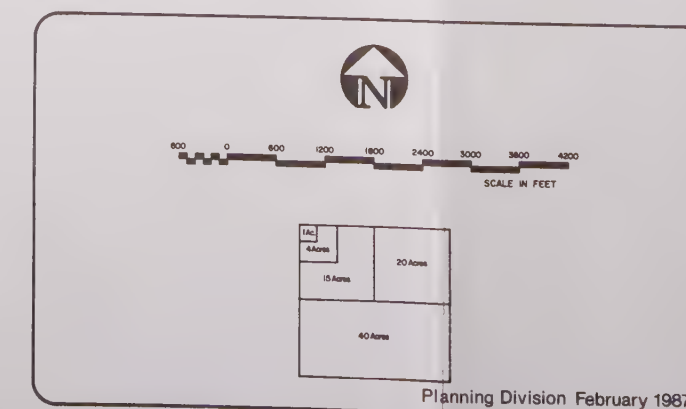
-  Low Density 2 -14.5 d.u./acre
-  Med-Low Density 14.6 -20 d.u./acre
-  Medium Density 21 -35 d.u./acre
-  High Density 36 -50 d.u./acre
-  Very High Density over 50d.u./acre

COMMERCIAL

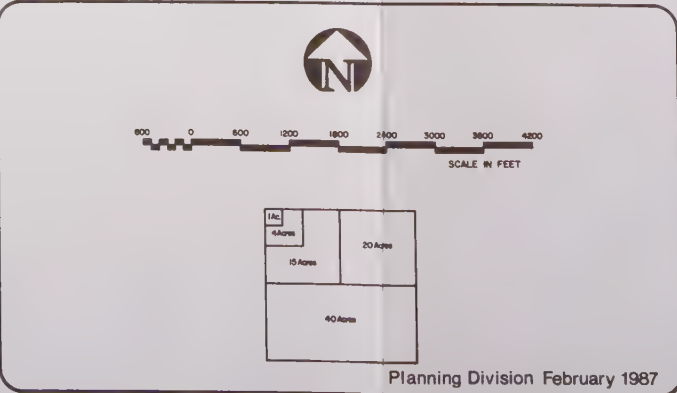
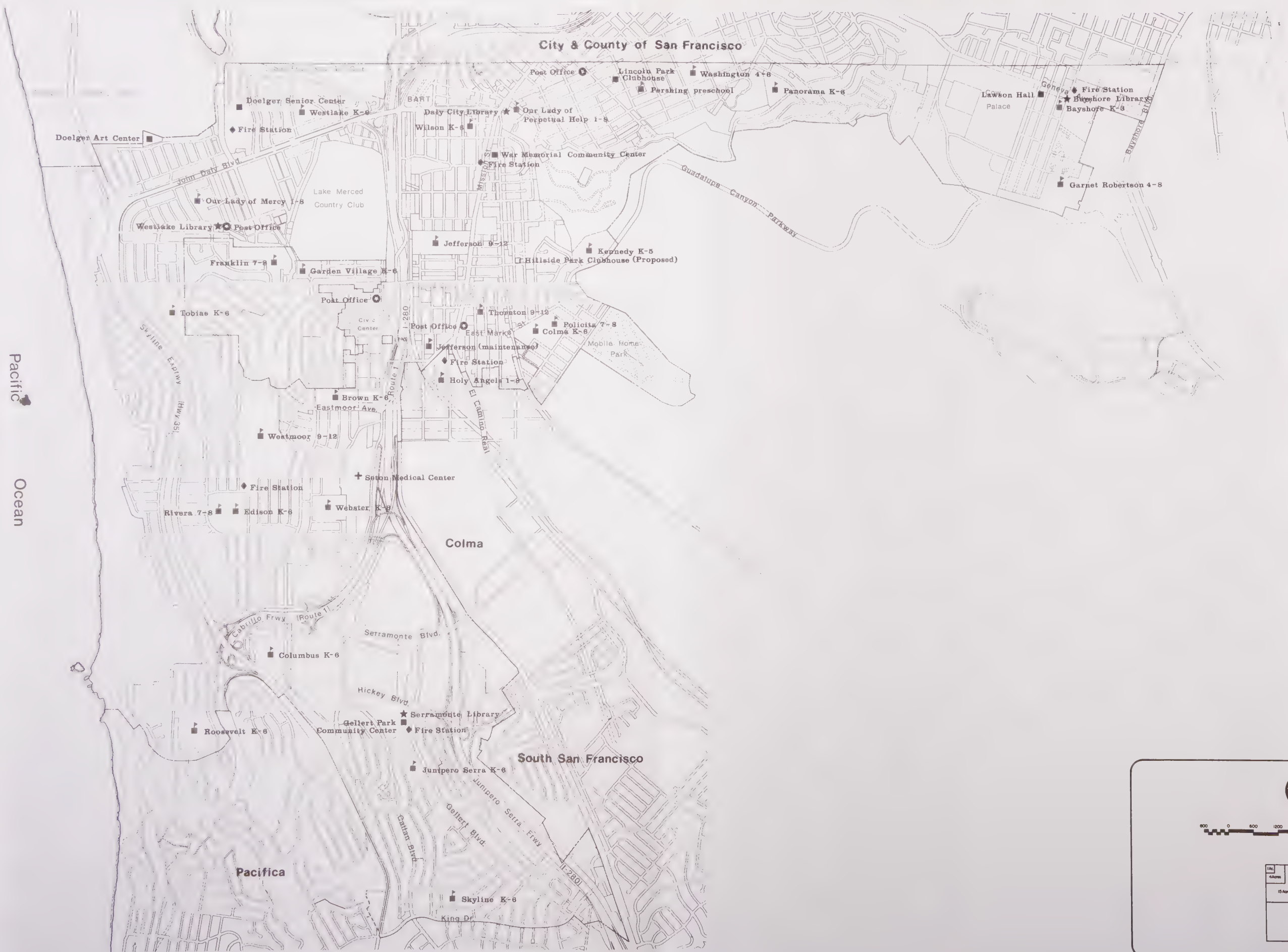
-  Retail & Office
-  Office
-  Service
-  Neighborhood
-  Residential Retail
-  Industrial

OPEN SPACE

-  Recreation -Public
-  Recreation -Private
-  Agricultural
-  Tot Lots
-  Government Facilities
-  Public Utilities
-  Schools
-  Hospitals
-  Churches
-  Reservoirs








COMMUNITY FACILITIES



1987 GENERAL PLAN LAND USE MAP

RESIDENTIAL

-  Open Space 0-2 d.u./acre
-  Low Density 2-14.5 d.u./acre
-  Med-Low Density 14.6-20 d.u./acre
-  Medium Density 21-35 d.u./acre
-  High Density 36-50 d.u./acre

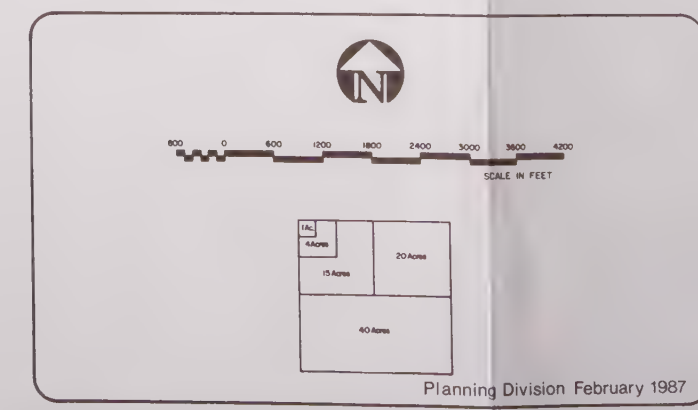
COMMERCIAL

-  Retail & Office
-  Office
-  Service
-  Neighborhood
-  Residential Retail
-  Industrial

OPEN SPACE

-  Recreation -Public
-  Recreation -Private
-  Preservation
-  Tot Lots
-  Government Facilities
-  Public Utilities
-  Schools
-  Hospitals
-  Churches
-  Reservoirs

Pacific Ocean



Planning Division February 1987

5 Goals, Objectives & Policies

This section of the Land Use Element contains a goal and a set of integrated policies, and objectives. The goal and policies reflect the general direction in which the City wishes to advance in the future. They provide guidance for decision-making when the City is confronted with specific issues and proposals. The objectives and programs outline specific steps that City is committed to taking as a means of achieving its goal.

Below are four underlying assumptions and issues that, if understood, will better enable the reader to appreciate and use this plan.

- ❑ Daly City wants to allow opportunities for growth and expansion in order to sustain a viable tax base as long as the impacts of development do not exceed the capacity of the city to absorb those impacts. To what extent can Daly City, a community predominated by residential land uses hope to achieve a balanced land use pattern?
- ❑ Each neighborhood should be planned to have open space and commercial service in nearby convenient locations. Can open space and neighborhood commercial patterns be developed that compliment the sense of neighborhood while meeting the recreational needs of the neighborhoods?
- ❑ The City desires to preserve and improve the quality of residential neighborhoods. To what extent can the City meet its needs for economic development without exceeding infrastructure limitations and without infringing on residential areas?
- ❑ A partnership approach with citizens, private developers, and the City is the preferred approach to solving problems and handling issues.

The Land Use Goal

The direction of this land use chapter is based on recognition of the above issues and directed toward realization of a single goal. The City's land use goal is:

"Create a balanced mixture of land uses that ensure equal opportunities for employment, housing, open space, and services which adequately serve both personal needs of the citizens and economic needs of the community."

Several important issues raised in this goal should be recognized. First, the goal seeks to accomplish a "balanced mixture" of activities that serve a wide range of needs in the community. Diversity in land uses means the City can accommodate change over time. Since Daly City is primarily residential in nature, achieving a balanced mix of land uses will require an emphasis on attracting commercial and office construction. While a fully balanced land use pattern might not be achieved, the City can work toward a more equitable mixture of land uses through the intensification of existing commercial areas, annexation of developable lands, and the development of specific plans. Rather than converting residential or park land to commercial or light industrial uses to attain a balance of land uses, these should be continually maintained and revitalized.

Balanced development with the full complement of various land uses is desirable for many reasons. Urban areas with a wide range of residential densities provide multiple choices of housing costs, design and tenure type. This will lead to a mix of persons living within the City and thus a diversity in population, the key ingredient to creating a vibrant community. Citizens benefit from a balanced land use within the city because sufficient commercial opportunity will allow for the market to be more flexible in the goods and services provided to the public, and thus offer a wider range of products for the consumer. Commercial opportunities, as well as office and industrial locations, also provide for job possibilities for local residents. The balance of housing and jobs in a local area has positive regional implications due to reduced commuting time on congested freeways, a factor that will improve air quality. The demand for urban resources in a balanced city is easier to accommodate. Water, electrical, and sewer service peak demand is spread more evenly in a city where a stable mixture of land uses has been developed.

Since property tax is the single most important income source for a municipality, the concept of a balanced use of land within the City becomes paramount in the effort to collect enough revenues to support the level of service expected by the community. Typically, residential land uses cost more in public services than they provide in revenues. While office uses are not overly productive in terms of property taxes, they produce employment opportunities which in turn provide people with income that can be spent within the city. Office type land uses do not demand the cost in city services that are associated with residential land uses. Industrial land uses, in terms of cost/benefit to a municipality are the most productive.

The goal identifies four broad aspects of land use that are found in urban areas, "employment, housing, open space, and services." Attaining a balance of these land uses is the key to this goal and the challenge for the land use chapter. A balanced urban environment means adequate job opportunities, a range of housing stock that allows a variety of tenure type, and access to recreation and open space amenities. The reference to "services" includes the basic governmental function such as the provision of safe road conditions for travel, infrastructure needs for human activity and police and fire protection.

The most important concept behind the goal, "personal and economic needs of the citizens," confirms the City's intent to allow a variety of land uses. Basic needs of people, such as opportunity for attractive and convenient shopping and restaurants, locations for entertainment, and open space for recreational activity are recognized by the land use goal as vital to the well being of the community. Economic need relates not only to job opportunity but also adequate tax base for the City so that the basic governmental services can be assured over time.

Land Use Objectives and Policies

Growth and Economic Development

Objective 1. Encourage commercial retail and office development in locations that can support intensive uses, that are compatible with surrounding land uses and maintain the residential quality of existing neighborhoods.

Policy 1.1: Support the intensification of existing retail and commercial office uses.

Mission Street, Junipero Serra Boulevard, the Civic Center area, and BART passenger station are locations that have been identified as areas where public service infrastructure is in place, or will be soon, and residential neighborhoods will not experience significant adverse change if redeveloped with intensive commercial uses. The expansion of commercial opportunities should not take place at the expense of existing residential neighborhoods. Realization of this objective could produce a positive change for the community by creating new locations for potential jobs, shopping, and entertainment opportunities for local residents. Specific problems with a site and a project that should be evaluated are the height, (Is the building so tall that private and public open spaces are shaded?), bulk and scale (Is the building so big and massive that it is out of character with the surrounding buildings?), and aesthetic quality, (Does the building have enough architectural detail to provide the viewer

something interesting to look at?). These project related problems must be addressed during the public review process if intensification of commercial lands is to take place.

Policy 1.2: Actively support and continue the efforts of the Daly City Redevelopment Agency to assemble contiguous parcels and manage the development of available lands to maximize economic benefits.

Fragmentation of ownership and small parcel sizes for commercial development continue to frustrate redevelopment efforts. By acquiring contiguous parcels, the Agency could market property of sufficient size to encourage investment. Targeting areas for development allows the City to market underutilized land in order to aggressively seek investment proposals. During times of minimal commercial investment, areas targeted for development can also be areas in which the City focuses public improvements with the intent of preparing the site for future proposals. The focus of public improvements could revolve around expanding intersection capacities, widening or realigning streets, and planting street trees to improving the appearance of the area.

Policy 1.3: Where commercial ventures are proposed outside of the core redevelopment, Civic Center, and BART areas, the determination shall be made that the location has adequate infrastructure available to service the proposal, does not have severe constraints that would pose a risk to public and private improvements, and that the site is not more appropriately used for other uses.

The City should provide incentives for development in the core areas. Incentives could be infrastructure improvements, flexible zoning requirements, and long term lease provisions for land. The major thrust of this policy is to foster a compact development pattern for reinvestment into the community in order to better allocate limited municipal resources for upgrading infrastructure. The policy does not, however, preclude development of the core reinvestment areas as long as the location can support the development. Examples of such areas include Geneva Avenue and Carter/Martin Streets in the Bayshore.

Objective 2. Aggressively pursue increasing the City's commercial, office and industrial tax base.

Policy 2.1: The City should pursue annexation of unincorporated areas within the City's Sphere of Influence that provide the City with a net gain in revenues versus service costs.

The City is confined in ultimate area by the Pacific Ocean on the west and by surrounding juris-

dictions on the other boundaries. There are several large islands of unincorporated properties within the sphere of influence area that are prime for commercial development. From a service delivery standpoint, it is more efficient and cost effective for the City to deliver services to these areas.

Policy 2.2: The costs of providing municipal services, as well as the tax benefits derived from a proposed project, should be considered in evaluating land use proposals.

Different land uses provide the City with varying levels of tax revenue, and they require different levels of City services. The City has not evaluated itself in terms of the fiscal impact of different existing land uses. In order to sustain a mixture of uses which provides the City with a strong economic and employment base, it is important that cost/benefit implications of proposals are known prior to making important land use decisions.

Policy 2.3: Investigate alternative land management techniques as a means to intensify development in areas that are appropriate for commercial and retail uses in order to maintain areas as open space that are significant in their resource value or pose a risk to life and property if developed.

The transfer of development rights is an innovative planning tool largely used for the preservation of agricultural land and environmentally sensitive habitats in rural areas, and buildings of historical value in urban cities. In a simplified version, the concept involves first designating areas where development is encouraged and areas where it is not desired. In the location where development is not desired, the City must establish a unit value for the land which reflects the market value of the land if it were to be developed at its "highest and best use." The property owner of the land that is not to be developed may then sell the development rights to a land owner in an area designated for intensive use in order to add to the development potential of a site. The purpose of this type of program is to equitably distribute the windfall gains and losses that are inherent in land use designations which directly influence the value of a piece of property.

Establishing air rights is a program where the City designates a location, such as the parking lot at a BART station, where development over the existing use is desired. BART could then market the air space over the parking lot for a retail and office building. It should be noted that both of these planning tools are promising, but unproven as effective land management techniques in a city.

Policy 2.4: Review the use of the Cow Palace property and consider alternative actions that would generate greater economic returns for the City.

The Cow Palace property is very large with a major portion of the land used for surface parking. The City does not receive any direct economic return for the use of the facility even though the Bayshore neighborhood must bear the indirect costs in terms of traffic congestion and noise when events are held. This policy is aimed at establishing uses on the Cow Palace property that provide economic returns for the City. The policy is intended to be broad enough to include a wide range of alternative actions for consideration. Actions could be a tax on the price of a ticket, building a parking garage and reusing the surface lots, or relocating the Cow Palace to a more appropriate location.

Objective 3. Encourage the upgrading of Serramonte Shopping Center and Westlake Mall, the major commercial shopping centers in the City.

Policy 3.1: Promote the coordination and improvement of the functional aspects of shopping areas.

Shopping centers in urban areas are a focal point for many activities. For Daly City, they serve as the central business district. Thus, they require attention for all aspects of the site, including signage, landscaping, parking, delivery areas. This policy supports the expansion of the floor area for these shopping centers. Expansion of these centers is desirable as long as amenities are not compromised. Improving the image of these shopping centers is important because they draw people from the entire region. The impression of Daly City by others is often conceived in a trip to the mall. Therefore, it is important for the image of the City that access to regional shopping centers, as well as the centers themselves, are well designed.

Objective 4. Ensure high quality of new office projects and pursue upgrading of older developments through adequate site and building design.

Policy 4.1: The City should utilize design review processes to ensure that high quality development projects become reality.

As additions are sought for existing developments, corrections should be made for existing inadequacies such as dead and inadequate landscaping, removal of non-conforming signs, and equipment screening. Where appropriate, the

City should encourage the provision of services such as restaurants, day-care centers, and recreational opportunities to serve new development. The intent of this policy is to encourage quality development that is aesthetically pleasing, serves the needs of the workers, and will attract future quality investment proposals.

Policy 4.2: Maintain and reinforce the Daly City Civic Center as the symbolic center of the City through the use of sound urban design.

A specific plan for the Civic Center area should be prepared in conjunction with the appropriate market analysis to determine the realistic future land uses in the area. Desired land development will only occur if the urban land market can support it. A development's type, size, quality and timing can best be determined by assessing the land market in the specific plan area and evaluating its feasibility. To ensure that plans can be implemented within the constraints of the land market, it is important to prepare this analysis prior to adopting a specific plan.

Policy 4.3: The project sponsor of a commercial development shall be responsible for providing necessary infrastructure improvements to service the site.

This policy applies to the upgrading of water and sewer mains, utilities, street access and intersection capacity in locations that are lacking in sufficient public services. The lack of service capability would be identified by City staff when reviewing applications for building permits, rezonings, use permits, variances or planned development proposals. If the upgrade is not a project the City would normally undertake, the project sponsor shall pay the full cost of upgrading. When the upgrade of services has been identified as a Capital Improvement Project, the developer will pay the proportional share of the costs based on the projected demand of the new development.

Neighborhood Commercial

Objective 5. Establish and upgrade local commercial centers and small mixed uses in residential areas by enhancing their relationship to surrounding areas.

Policy 5.1: At the time of remodeling and additions to neighborhood commercial centers, require mitigation of existing conflicts with residential uses, including screening, access, and landscaping.

Neighborhood shopping centers in Daly City could expand floor space and/or remodel stores. This should be encouraged and promoted to create a more attractive city. Through site design

analysis and the review process, the City should identify existing land use conflicts that may be present. Conflicts can result from poor design of an entrance/exit, lack of parking availability, or architectural appearance.

Policy 5.2: Develop a neighborhood shopping area on School Street by instituting liberal parking requirements, mixed use with design review, and emphasis on the importance of the street as a linkage between Mission Street and the Civic Center.

School Street represents an area of critical importance in the development of Daly City. The area is surrounded by residential neighborhoods which necessitates sensitivity in the level of intensity allowed on School Street. The street serves a variety of functions that should be recognized and enhanced by the City. First, it is a transportation link between Mission Street, the Peninsula Gateway redevelopment area, and the Civic Center that should be expanded to enhance pedestrian usage. Second, views of San Bruno Mountain toward the east provide an opportunity to create a pleasant people-oriented shopping area with the addition of street trees, bus stops, and sitting areas. Finally, this policy recognizes the fact that some of the street has already been developed as a mixed use with commercial uses on the ground floor and residential units on the second and third floors of structures.

Policy 5.3: Neighborhood commercial shopping centers should be medium scale in size and consist primarily of businesses that serve the needs of the immediate area.

This policy is directed toward Skyline Shopping Center, St. Francis Square, and King Plaza. The intent is to preserve uses that meet the needs of the neighborhood and not to attract traffic from outside the community.

Policy 5.4: The City shall encourage the development of residential commercial projects in appropriate areas.

Original Daly City and the Crocker neighborhoods have buildings where the ground floor is occupied by a neighborhood serving retail outlet, such as a grocery store, with residential units on the second floor. Most such uses provide a service to the community that is within walking distance for the patrons. As long as the commercial operation is neighborhood oriented, it should be encouraged to remain in business.

Residential Land Use

Objective 6. Maintain a pattern of residential land use which provides for a variety and balance of densities and offer opportunities for a mix of dwelling and tenure type.

Policy 6.1: Where development of large infill sites is proposed, the City should not allow maximum density of the project to exceed the density and character of the surrounding neighborhood.

Several sites exist where this policy applies. They are sites that should be developed with careful consideration for the existing conditions and residents in the area. Surplus school sites, such as the Savage school site, are examples of where this policy applies. Old greenhouses found throughout the eastern portion of the City also fall under this policy. The conversion of these parcels to residential uses often will take away open space and/or recreational opportunities for local residents. Therefore, the use of planned residential developments should be required in these projects to maximize usable open space.

Objective 7. Promote residential land use types and densities which respect the capabilities and limitations of the natural and built environment.

Policy 7.1: Site design for new subdivisions should maximize options for solar access, recreational opportunities, on and off street parking and respect the maintenance of significant views.

Property suitable for residential development often will have unusual shapes, limited street frontage and other physical constraints. In order to encourage low density developments on such sites, innovative designs, such as clustering of buildings, and other planned development concepts should be encouraged. Emphasis is placed on encouraging amenities to be built into the site design of the project. Site planning is an influential tool in establishing the quality of housing, and in maintaining residential values over time.

Policy 7.2: Where the residential infill is proposed, either on a small scale with the application of a building permit or on a larger scale with the application of a subdivision proposal, the project sponsor shall be responsible for providing necessary improvements to serve the site.

This policy applies to the upgrading of water and sewer mains, utilities, street access, and street trees in locations such as the upper slopes of the Bayshore neighborhood that are currently lacking sufficient public services. Where discretionary land use approvals are required from the City, such as a subdivision, the conditions of ap-

proval imposed by the City shall fulfill the public needs generated by the project. Sometimes new projects require upgrading of services that have a benefit for existing uses. For example, upgrading water lines for a single project may increase water pressure and provide better fire protection for the adjacent neighborhood. If this upgrade is not a project that the City would normally undertake, the developer shall pay the full cost of the upgrade. When the upgrade is a part of the City's Capital Improvement Program, the developer shall pay the proportional share of the costs based on the projected demand of the new project.

This policy also applies to single development of infill parcels. If infrastructure improvements are needed to service the proposal, the building permit shall not be issued until the project sponsor secures the necessary permits to upgrade the infrastructure.

Policy 7.3: Net density figures shall be employed when determining overall density for a proposed project.

This policy is intended to give guidance to the City when evaluating infill proposals. Often the density of a proposed project is an issue and is a legitimate planning concern. The impact of that density on the neighborhood character and infrastructure availability must be evaluated. This policy defines the planning area for that evaluation. The area for calculating the net density of an existing neighborhood, shall be the entire block for all blocks with residential uses fronting the public right of way of the subject property. The intent of the policy is to identify the broader area affected by the increase in the demand for public services that result from the density of the proposed project. This policy should be reviewed after it is implemented on several occasions for its effectiveness.

Objective 8. Land use decisions such as the granting of a use permit, rezoning of property, or the subdivision of real property should help to strengthen the integrity of neighborhoods.

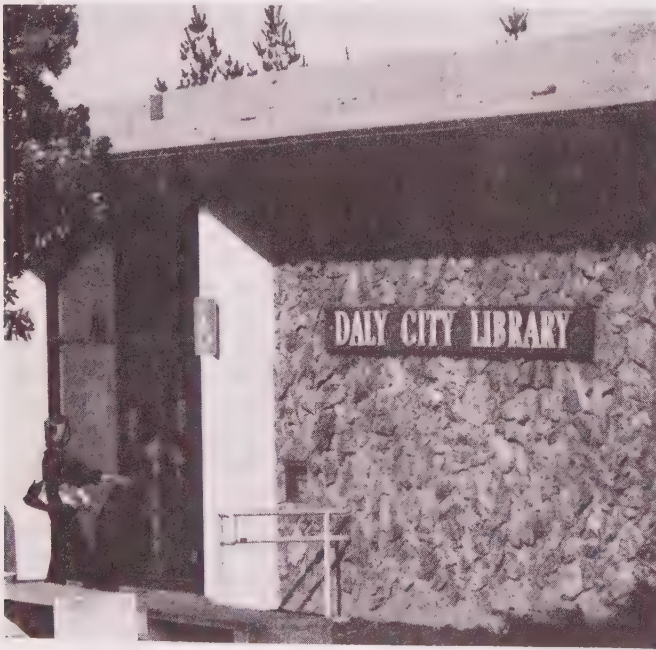
Policy 8.1: Traffic from commercial development should not significantly increase traffic on residential streets.

One of the more disruptive changes in a residential neighborhood is increased traffic. The noise and road use can change the perception of a residential area from a quiet and safe place to live and play to one with typical urban land use problems. Most residential areas in Daly City have not reached the problem threshold yet, and this policy seeks to protect that condition. Commercial uses typically require large trucks for the supply of goods to the retail center. If the routes to a proposed commercial venture are perceived

to disrupt the residential character of an existing neighborhood, then the City should, if possible, predesignate which roads are suitable for commercial traffic generated by the new project.

Policy 8.2: Uses permitted in residential neighborhoods should be low intensity land uses and subject to design and performance guidelines.

Several uses are permitted in residential areas, such as churches, public utilities and child care centers, that could influence the neighborhood character if not appropriately designed. The Zoning Ordinance should designate guidelines for the public to use in evaluating the desirability of a proposal. Guidelines should include: urban design that relates to bulk and scale, landscaping and streetscape improvements, and potential for loss of privacy and sunlight; traffic generation on residential streets; hours of operation; and noise.



Serramonte Library serves the neighborhood

Policy 8.3: Revitalization of existing residences is encouraged so long as accessory structures and additions to residential structures are architecturally compatible with the main structure and of a character and scale compatible with the surrounding neighborhood.

Accessory structures in residential areas should be designed in a manner compatible with the neighborhood. The lot should provide open space in the front yard in terms of landscaped setbacks. Third story additions should be reviewed to assure that active and passive solar potential for surrounding homes is not diminished. The

setback and height requirements of the Zoning Ordinance and review procedure for third story additions should be reviewed because these standards were set at a time when solar considerations were not taken into account. There is a need to take into account the geographic location of the addition. For example, the north side third story addition would need to be set back greater or lower than southside third story additions.

Policy 8.4: Home occupations shall be secondary in nature to the home use and not change the residential character of the neighborhood.

An increase in home occupations, if not properly regulated, could create a significant change in a neighborhood. Current controls require that the uses be clearly secondary to the home use. However, if not regulated, there is a potential that there will be an intrusion of commercial uses and/or commercial traffic within the residential neighborhoods. Also, technologies are changing at such a pace that the current regulations themselves could be outdated.

Policy 8.5: Remove overhead utilities on street that front a new infill project by the use of Rule 20A Funds, if available, and developer's contributions.

Traditionally, undergrounding of utilities has been required of developers with new subdivisions. The undergrounding of existing commercial areas along major arterial and collector streets has completed with the use of 20A Funds. These are funds made available to cities by P.G.&E specifically for the purpose of undergrounding electric facilities to improve the streetscapes of communities for the general public benefit. Although the funds have traditionally been applied to major streets, funds are not restricted to that specific use. The intent of this policy is to strengthen the integrity of neighborhoods by improving urban design with the proper use of the regulatory and financial programs. It is not the intent of this policy to subsidize private development for profit. The City will work with the utilities to maximize the benefit of these available programs through active long range planning.

Community Safety and Environmental Resources

Objective 9. In areas of significant natural hazard, establish land uses that minimize risk to public and private improvements.

Natural hazards are the focus of the Safety Element. They are mentioned here in the land use element because it is important to identify the relationship between the use of the land and the risks associated with that land. Significant nat-

ural hazards in Daly City are: earthquake ground shaking, rupture and liquefaction; landslides and slope instability; and shore cliff retreat.

Policy 9.1: Development in the Alquist Priolo Special Study Zone shall be limited to low intensity uses where human occupancy is minimized and public improvements are non-intensive.

The Special Study Zone in Daly City includes the southwestern corner of the Serrramonte Neighborhood and the southern portion of the Coastal Zone. The effect of the earthquake fault and its slow movement over time can be demonstrated by the loss of the twelve single family home along Westline Drive. Minimal human occupancy means single family homes, in part because they are exempted from special study zone requirements, or very low intensive commercial operations such as storage of household goods. All structures shall respect the required setbacks from the earthquake fault line. Non-intensive public improvements means parks, landscaping, or monuments that designate a point of entry into the City.

Policy 9.2: Prevent critical facilities from locating in areas susceptible to intense ground shaking during an earthquake.

Critical facilities are defined as public or semi-public facilities where the function is critical to the well being of the City should a major catastrophic event, such as a devastating earthquake, cripple the City. Critical facilities are considered to be police and fire stations, hospitals, schools, water supply systems, and communication centers. Locating them in areas susceptible to intense ground shaking will increase the amount of damage to those facilities. This policy applies more to the reconstruction of the City should a major earthquake occur and is dealt with in more detail in the Safety Element.

Policy 9.3: Minimize development in areas with steep slopes, land slide potential, slope instability, and general soil hazards.

Many of the infill sites identified in the City are on steep slopes, i.e., slopes greater than 30%. Not all steep slopes are unstable, thus this policy does not preclude development on all slopes in the City. The appropriate level of analysis for these site specific situations is during the environmental assessment of a particular project. The City shall require geotechnical studies for all development on steep slopes or where there is evidence of slope instability. These studies could be a part of an environmental impact report or separate studies done for a project that requires a building permit. Should development occur on steep slopes within the City, the development should be low intensive use, follow the contours of the

slope, be designed to reduce the need for retaining walls as much as possible and not be visually obtrusive. Other factors that should influence the design of hillside construction are natural processes such as drainage patterns, endangered species habitat and the impacts of the construction phase on the habitat value.

Policy 9.4: Nonconforming land uses that pose a risk to public health, safety, and welfare shall be eliminated.

Nonconforming land uses are those activities that are not in compliance with the zoning classification and General Plan designation for the subject parcel. This policy applies to uses that are declared a public nuisance by either the Chief Building Inspector or the Fire Marshall and deemed to be nonconforming in the opinion of the City Attorney. This policy does not apply to uses that are nonconforming in terms of specific design parameters in the Zoning Ordinance such as parking requirements, setbacks, signage, or lot coverage. Nonconforming land uses that do not pose a risk to public health should not be allowed to expand floor area without correcting the problem, but should not necessarily be eliminated.

Policy 9.5: On-site stormwater retention should be constructed for new, large scale developments to detain the difference in runoff between the 10 year pre-development storm and the 100 year post-development storm, with stormwater released at the 10 year pre-development rate.

New construction alters the amount and rate of stormwater by changing the characteristics of the land surface across which stormwater flows. Large scale developments often have an opportunity to reduce the amount and velocity of flow through a variety of stormwater management techniques. This policy calls for the use of these methods in order to minimize impact on downstream properties. It is also recognized that there are likely instances when retention facilities meeting this policy are not possible.

Objective 10. Maintain a city which is sensitive to the special physical or natural features in the community.

Policy 10.1: Development activities shall not be allowed to significantly disrupt the natural or urban environment and all reasonable measures shall be taken to identify and prevent or mitigate potential adverse effects.

The City is responsible for identifying potential problems with development proposals and through the use of conditions of approval, mitigation measures or outright denial of the project, prevent the degradation of the community. In

some cases the impacts may not be completely preventable but will not significantly disrupt the community. While approval of these types of projects is not encouraged by this policy, it is recognized that the benefits of a project may outweigh the environmental consequences. In no case shall the City approve a project that endangers the health, safety, or welfare of the public.

Policy 10.2: Archeological resources should be preserved where possible.

Archeological resources are a valuable educational resource for the residents of the city. Every effort should be made to preserve them in their natural state when found or be excavated by professional archeologists for display in a museum.

Policy 10.3: The City shall require that privately owned open space be maintained in an acceptable manner when it is either used or viewed by the public. When new development occurs the provision of open space shall be enhanced.

The way the City permits the use of land, in this case open space, is a land use issue. The City should consider landscaping, setback, and open space guidelines for commercial buildings as well as review the park in-lieu fees for residential subdivisions. This policy applies to the maintenance of vacant lands within the City that have become an eyesore due to accumulation of weeds and trash.

Policy 10.4: The City shall encourage San Francisco International Airport to increase the use of the shoreline take off route and discourage the use of the gap departure route.

The noise element specifically addresses policies concerning the impacts and regulations of noise within the community. From a land use standpoint, however, increases in air traffic would affect all types of land uses within the City. Depending on the usage of a particular departure route, there could be a negative impact in terms of safety and noise on the residential sector of the City. The City shall require the use of noise mitigation measures for noise reduction in new residential construction in areas affected by the gap departure route.

Policy 10.5: The City shall encourage National Park Service to incorporate the City-owned property along the coast into the Golden Gate National Recreation Area.

This policy would further the City's long-standing effort to develop the Mussel Rock site as a park and complete the hiking trail along the coastline to Mussel Rock. Including the coastline stretch of Daly City in the Golden Gate National Recreation Area would provide the final link for

the recreation area from San Francisco to Sweeney Ridge above San Bruno and Pacifica.

Policy 10.6: The City shall continue to recognize the importance of the San Bruno Mountain Habitat Conservation Plan (HCP), uphold the integrity of the concepts behind the plan, and respect the agreements that serve to implement it.

The HCP identifies specific areas on San Bruno Mountain that shall be preserved as undisturbed habitat for the unique flora and fauna, designates areas for development adjacent to the regional County park and establishes mitigations for the continued upgrading of resources. The HCP is implemented by an agreement between the United States Department of Interior, California State Department of Fish and Game, the County of San Mateo, the cities of Brisbane, South San Francisco, and Daly City, and landowners.



Reducing airplane noise improves the quality of life

Policy 10.7: Require that the Planned Development concept apply to certain sensitive locations throughout the City which ensures that the City has appropriate review and ability to mitigate environmental impacts through site planning, building design, parking requirements, circulation patterns, grading, and landscaping.

The General Plan Map establishes land uses on specific parcels. This policy recognizes that there are instances where Plan implementation would be reviewed by the Planning Commission and City Council through the use of a planned development-type process. Such a process would include: sketch plan review to determine general acceptability of the land uses and circulation patterns; preliminary plan to review the architectural renderings of the structures; and precise plan and environmental review of development of the site to ensure proper mitigation measures. This policy specifically applies to the following locations:

1. The Retail and Office designation in the Coastal Zone near the intersection of John Daly Boulevard and Highway 35.
2. The Residential-Low Density designation on St. Francis Boulevard between Serramonte Boulevard and the Lincoln Vista Apartments.
3. The Retail and Office and Medium Density residential designation on what is commonly known as the Savage School Site in the St. Francis neighborhood.
4. The Retail and Office Commercial designation in the 30 acre area near the intersection of Carter and Martin Streets.
5. The Office Commercial designation on the vacant 6.3 acre site on the south side of Serramonte Boulevard generally between Callan and Gellert Boulevards.
6. The Service Commercial designation on the vacant five acre site at the intersection of King Drive and Skyline Boulevard.

Regional Land Use Planning

Objective 11. Increase the effectiveness of the planning process with regard to regional concerns that affect the City.

Policy 11.1: The City should actively participate in land use decisions that are made by the County, adjacent cities, and jurisdictions that have regional influence, when those decisions affect Daly City.

The land use implications of decisions made by other agencies must be recognized and accounted for when discussing planning issues in Daly City. For example, the City should recognize that development of the Southern Pacific switching yard in Brisbane will impact Daly City as well as influence future land use decisions in the Bayshore neighborhood. Activity on the southern portion of Mission Street in San Francisco will impact the Top of the Hill area. Land use plans for the San Francisco Airport have regional implications for the entire County. The supply and demand for office space will directly affect economic development efforts. Finally, land use decisions made in Daly City do impact other cities. Therefore, the City should create working relationships with outside jurisdictions that effectuate land use policy in an effort to better present a position on issues.

Policy 11.2: Maintain land uses that are compatible with each other where political boundaries are shared with other cities.

This policy requires the analysis of adjacent land uses when considering the size, scale, and intensity of land use allowed even though the existing land use is in another city. Land uses along a political boundary should compliment each other, not detract from the existing character of the area.

6 *Land Use Programs*

The Land Use Program is an action agenda defining what Daly City is doing or intends to do to implement the policies and achieve the goal and Objectives of the Land Use Element. This program is organized into two major categories: programs the City is currently utilizing to address land use issues and proposed programs that will further the goal, objectives, and policies of the City. In addition to defining a specific action, the proposed programs also identify the anticipated source of funding, responsible agency, and time frame for each component of the program.

Current Programs for Land Use

The following specific actions have been undertaken by Daly City in response to land use and development issues.

DCRA Site Acquisition

One of the activities of the Redevelopment Agency is property acquisition. The Agency may acquire, by purchase, lease, exchange, donation, or condemnation, lands within the designated redevelopment areas. Acquiring land is done to meet the objectives outlined in the Legal Plan and the economic development policies defined in this land use element. The objective is to revitalize the two major business corridors, Mission Street and Junipero Serra Boulevard so their potential as business, financial, entertainment and cultural cores of the City can be fully realized.

The reason for this program is the original pattern of land subdivision started in the early 1900's. The land was divided into many small parcels and, over time, a wide range of ownership patterns evolved. In order for larger commercial ventures to be viable, the assemblage of parcels is required.

Discretionary Review Procedures

Discretionary review of a project occurs when the City has the right to approve or deny a proposal based on the merits of the application and the information submitted during public hearings. For example, Daly City's Coastal Plan requires discretionary review for all projects located in the Coastal Zone. The process requires review and public hearings for citizen participation by both the Planning Commission and City Council where a determination for compliance with the Coastal Plan must be made prior to approval or denial of a proposed project.

Discretionary review also occurs for all Use Permits, Variances, Subdivisions and Rezonings in order to ensure quality development that minimizes the impact to the surrounding properties. The process allows the City to approve a proposal and require that certain conditions are met that mitigate land use conflicts identified during public hearings. Conditions of approval must be reasonable and be related to impacts identified in the public hearing and supported by information in the record.

Economic Development

The City has prepared an economic development strategy. A Phase I report, describing the City's present economic development condition and some perceptions of future potential, will be used by the City Council to evaluate the structure of any future economic development effort. Important parts of the effort will be to assemble a task force; to review the progress of the work; and to provide localized input into alternative strategies for economic development.

The initial goals of the economic development efforts are similar in nature to the objectives and policies identified in this plan. They are as follows:

- ❑ Expand the City's property, sales, and business license tax base in order to increase the amount of local revenue available to support desired municipal services.
- ❑ Reduce the local unemployment rate to a level no higher than the metropolitan area.
- ❑ Promote an accurate, positive image of Daly City as a location for economic growth and real estate development.
- ❑ Manage the development of available land to maximize economic development benefits.
- ❑ Provide for a comfortable transition to economic growth which does not disrupt the existing quality of life in Daly City.
- ❑ Select an effective organizational structure for Daly City's economic development program.

Commercial Improvement Program

The City has instituted the Commercial Improvement Program on Mission Street which provides rebates for exterior improvements; such as, facade alterations and renovations. Rebates are based upon the size of the storefront and do not exceed \$15,000 for any one structure. Loans with interest rates between four and ten percent for a maximum of \$35,000 are available to participants for interior improvements to correct minor building code violations. As an added incentive, the City is offering eight hours of free architectural services. The purpose of the program is to re-establish Mission Street as a viable commercial area by improving the physical appearance of storefronts.

Sullivan Corridor Specific Plan Committee

The City prepared a Civic Center Specific Plan to guide development within the Civic Center area. The specific plan does not offer a detailed plan for the Civic Center area, but rather, a series of policies intended to provide a framework to guide and shape future development in the Civic Center area.

The City Council formed a "Civic Center Specific Plan Committee" to review projects within the Civic Center area. The committee is comprised of seven members including elected and appointed officials from the City and the business community. In 1985, the City expanded the boundaries of the specific plan area to include the entire Sullivan Avenue corridor and renamed the committee the "Sullivan Corridor Specific Plan Committee." All projects which are proposed within this area are reviewed by the committee to ensure that they meet the objectives of the City.

Vacant Land Survey

During June 1986, the Planning Division conducted a survey to identify the location and development potential of the balance of the City's vacant and underutilized land. Findings of the report indicated that there are currently 196 acres of developable land within the City. Developable parcels are those parcels which do not have excessive site constraints and have street frontage or street access potential. This represents only 5% of all land in the City. Of these 196 acres, only 77 acres are considered "prime." Prime parcels are those parcels considered to be construction ready.

If updated on a periodic basis, this survey will provide an important resource for planning staff as well as the community. A survey of vacant lands can be used by staff for population and eco-

nomie projections and future revisions of the General Plan. On a regional scale the survey serves as a data base for agencies such as ABAG to assist them in forecasting future population and economic growth for the San Francisco Bay Area. On a local level, and one of the reasons for conducting the survey, developers may use it for identifying sites available for investment possibilities.

Utility Coordinating Committee

This working committee is comprised of representatives of the Public Works and Planning Division staffs, as well as members of the local utility companies—Pacific Gas and Electric, Pacific Bell Telephone, Vista Grande Cable Television, and the sanitation districts. The committee meets once a month to discuss problems that arise during the implementation of projects, and inform one another of the future projects. Additionally, Rule 20A planning sessions are held as a matter of expedience and necessity. This allows each group to identify potential problems early in the planning stage. A significant contribution to the land use and development process that this committee makes is the identification of areas where infrastructure improvements are required before a project is implemented.

Peninsula Gateway Plaza Specific Plan

In 1985, the City and BART prepared a specific plan for BART station and the Junipero Serra Boulevard corridor just south of the Daly City BART station. The resulting "Peninsula Gateway Plaza Specific Plan" was adopted in accordance with State law governing such plans.

The specific plan area encompasses approximately 37 acres of land which includes land held in residential use, commercial use, quasi-industrial and public facility use. The specific plan area is bounded generally by the San Francisco/Daly City line on the north; by Citrus Avenue to the south; the rear property line of residences fronting Niantic Avenue to the east; and by Junipero Serra Boulevard and Interstate 280 on the west.

Proposed Programs for Land Use

The following specific activities are proposed to be undertaken by the City in an attempt to implement land use policies. Each action has an accompanying responsible agency, possible funding source and time frame. The proposed land use programs are also related to one of the overall land use objectives cited in the policies section in this element.

Program 1. Revise Zoning Ordinance and Map

Objective: Compliance with State Planning Law
 Responsible Agency: Department of Economic and Community Development, City Attorney
 Time Frame: 1988
 Funding Source: General Fund

Activity: The Land Use Element contains a variety of concepts that should be reflected in the zoning ordinance. According to State planning laws, various land uses in the Zoning Ordinance and Map must be consistent with the General Plan objectives, policies, programs, and land use designations. The Planning staff, through the Planning Commission, should undertake an assessment of the Ordinance to identify conflicting land use designations and any amendments to the zoning text that are required to implement the Land Use Plan.

Program 2. Property Site Acquisition Strategy

Objective: Economic Development
 Responsible Agency: Daly City Redevelopment Agency (DCRA)
 Time Frame: 1988
 Funding Source: Tax increment financing

Activity: This program focuses on developing a strategy to identify which parcels in the Redevelopment area are the most desirable to acquire for development purposes. The program should identify the privately owned sites that would complement the existing parcels owned by the Agency, update ownership records, contact owners and assess land values. Finally, the program should aggressively seek to purchase those sites identified as most desirable.

Program 3: Site Preparation

Objective: Growth and Economic Development
 Responsible Agency: DCRA, Public Works Department
 Time Frame: Continuous
 Funding Source: Tax Increment financing

Activity: Sites owned by the Agency should, at the appropriate time, be ready for construction. This includes undergrounding utilities, landscaping along the streets and medians, removing vacant buildings, expanding intersections capacities, and realigning streets if necessary. The purpose of this program is to facilitate redevelopment by relieving developers of this responsibility.

Program 4: Parking Assessment Districts

Objective: Growth and Economic Development
 Responsible Agency: DCRA
 Time Frame: 1988-9
 Funding Source: Tax increment financing, assessment district

Activity: Study the costs to local businesses and the benefits derived from the creation of a parking district. The purpose of this district is to establish the funds needed to build a parking structure in the Top of the Hill area of Mission Street. The lack of appropriately sized parcels to meet parking requirements is a hinderance to redevelopment efforts. More importantly, the perceived lack of parking on Mission Street is considered to be major issue with existing businesses. This program seeks to identify if there is a need for a parking structure and the financial risks the Agency would take if it is built.

Program 5: Annex Developable Lands

Objective: Growth and Economic Development
 Responsible Agency: City Manager's Office, Department of Economic and Community Development
 Time Frame: Continuous
 Funding Source: General Funds

Activity: In order for the City to have more control over the development within its Sphere of Influence, including that portion surrounding the new BART Station and Park and Ride facilities, the City should annex those lands. The City should move aggressively toward annexing the area to assure that development decisions are consistent with the General Plan.

Program 6: Undergrounding Utilities

Objective: Urban Design
 Responsible Agency: Departments of Public Works and Economic and Community Development
 Time Frame: 1988
 Funding Source: PG.& E Rule 20A funds and General Fund

Activity: This program will identify which areas in the City should be targeted for the undergrounding of utilities when Rule 20A funds become available. The intent is to prioritize areas in order to improve urban design. Coordination of the planning effort with Pacific Gas and Electric Company, Pacific Bell, and CATV is essential to ensure feasibility and utility concurrence. The City will work actively with the utilities to establish, evaluate and implement a five year plan as we are encouraged to do in the League of California Cities Underground Conversion Planning Guide.

Program 7: Design Review Ordinance

Objective: Land use compatibility
 Responsible Agency: Department of Economic and Community Development
 Time Frame: 1988
 Funding Source: General Fund

Activity: This program would assess the design review procedures the City now uses and make recommendations to the Planning Commission for changes, if needed. It should identify areas where design review is desirable, the types of projects that should be subject to review, and establish the most effective means to implement the recommendations. The program should set guidelines for scale, bulk, colors, materials, pedestrian features, and landscaping to be used by project designers as a guide. The procedures should be incorporated into the existing review process in order to minimize delays.

Program 8: Specific Plan for Civic Center Area

Objective: Economic Development
 Responsible Agency: Department of Economic and Community Development and the Sullivan Corridor Specific Plan Committee
 Time Frame: 1988-9
 Funding Source: General Fund

Activity: Conduct a market analysis of the Civic Center area and project intensities of land uses that are realistic in their objectives. Adopt a specific plan (per Government Code, Section 65450) as a prelude to development in the area. The specific plan will provide a bridge between the General Plan and individual project submittals in a more area-specific manner than is possible with the city wide zoning ordinance. The plan should address area specific concerns, such as traffic mitigation, and serve as a basis for development agreements. When complete, the plan shall be an area plan that combines zoning specifications, land uses, circulation, and open space into a single package.

Program 9: Fiscal Impact Analysis of Existing Land Uses

Objective: Economic Development
 Responsible Agency: Department of Economic and Community Development and Finance Department
 Time Frame: 1989
 Funding Source: General Fund

Activity: Evaluate the costs of providing municipal services for residential, commercial, office, and industrial land uses within the City. The program should provide cost multipliers for each different type of land use that could be used to evaluate future proposals and identify mecha-

nisms for recovering these costs as a part of the development process.

Program 10: Identify sites desirable for open space

Objective: Community Safety and Compatible land uses
 Responsible Agency: City Manager's office and Department of Economic and Community Development
 Time Frame: 1989
 Funding Source: Unknown

Activity: Identify parcels that would be most appropriately used for and maintained as open space. Parcels that would be considered would be those where geotechnical constraints pose a risk to intensive human use, site shape and size render it hard to develop, significant views should be protected, or the preservation of important ecological resources. This program would investigate new and innovative land management techniques to achieve the objectives of the plan.

Program 11: Capital Improvement Program (CIP)

Objective: Implement the General Plan
 Responsible Agency: City Manager's Office, Department of Public Works
 Time Frame: Yearly
 Funding Source: Variety of funding sources

Activity: Identify the capital projects that are required to implement this plan and prioritize their importance. This program would evaluate the current process for distributing capital improvement funds and attempt to strengthen the linkage between the General Plan and the CIP.

Program 12: Infrastructure Analysis

Objective: Residential and Commercial Development
 Responsible Agency: Department of Public Works

Time Frame: 1988-9
 Funding Source: General Fund

Activity: Identify areas in the City where the infrastructure is limited in its ability to accommodate additional demand. By neighborhood, the City staff would evaluate the systems that process waste water, collect storm runoff, deliver potable water, and provide water pressure for fire fighting capabilities. Once deficient areas are identified, the cost of upgrading systems should be estimated. A fee should then be established that is assessed to all new development in the area and applied by the City to upgrade the infrastructure.



Circulation Element

1 Introduction

Scope and Role of the Circulation Element

The Circulation Element is that part of the General Plan that sets policy for transportation facilities and systems. The transportation system includes the entire network of streets, walkways, bikeways, bus routes, and mass transit facilities.

A transportation plan should assure a balanced system, integrated with the regional system and offering a variety of transit options. The circulation element accomplishes this by describing the existing transportation system, areas that need improvement, and policies and programs to ensure the safe transport of people and goods. Topics given attention in this plan are system improvements, rapid transit, bicycle facilities, and transportation systems management techniques to mitigate impacts from development proposals.

Daly City's transportation system is well established and part of a regional network. The location of the City between San Francisco, the Peninsula, and the South Bay results in many people travelling through Daly City. Another factor influencing this plan is that Daly City is a bedroom community. Residents depend on the regional system for commuting to work. Regional factors that influence local traffic congestion and air quality conditions cannot be significant-

ly influenced by the City's policy plan. This plan describes the modifications required to keep up with the land use changes in the City and region.

State Planning Law

State law requires every City adopt a Circulation Element consisting of the location and extent of existing and proposed major thoroughfares, transportation routes, terminals and other transit facilities. State law encourages development of a balanced system. In particular, Section 65302 (b) of the Government Code states that the Circulation Element should:

- ❑ Coordinate the transportation and circulation system with planned land uses as outlined in the Land Use element.
- ❑ Promote the efficient transportation of goods and the safe and effective movement of all segments of the population.
- ❑ Make efficient use of existing transportation facilities.
- ❑ Protect environmental quality and promote the wise and equitable use of economic and natural resources.



Crocker Avenue winds eastward

2 Background Information

Understanding the Language of the Traffic Engineer

Transportation plans often use terms that are very hard to understand. The following section defines some of these terms for the user of this document in an attempt to clarify their meaning. Many of the terms described below are also used in other planning documents, such as environmental impact reports, when estimating the traffic impact of a proposed development project.

Average Daily Traffic (ADT) is the total volume of traffic that crosses over a fixed point on a road in a twenty-four hour period. This data is usually averaged over a month, year or several years.

Average Weekday Traffic (AWDT) is very similar to ADT. As the name indicates the figure for AWDT does not include weekend traffic. The weekday traffic count is used when traffic from employment centers needs to be analyzed.

Accessibility is the relative ease with which a location can be reached by car, public transit, bicycle, or walking.

Capacity of a road is the maximum number of vehicles that can safely use the road over a time period, such as one hour, under the prevailing roadway and traffic conditions. The prevailing roadway conditions are the factors that influence the design capacity of a roadway. The **design capacity** is a volume of traffic selected for design purposes which will provide a desired level of service. (See below for explanation of level of service.) Intersection capacity is affected by design factors such as the width of the streets and the timing and length of the traffic signal and is the single most important factor influencing the capacity of a street. The **capacity of an intersection** is the maximum number of vehicles that can enter an intersection from a single approach with most drivers being able to clear the intersection without waiting for more than one complete signal cycle. The character, or type of traffic, also factors into the capacity of an intersection. These characteristics are the percent of turning vehicles; percent of commercial vehicles; whether parking is allowed nearby; pedestrian use of the intersection; and the location of bus stops.

Controlled access means that through traffic is given preferential treatment in the design of a roadway. Expressways and some arterials have controlled access to increase the capacity of the road to handle larger volumes of traffic. Access to a road is controlled by limiting connections to selected public streets, and prohibiting direct connections of private driveways.

Directional split is always associated with a number and is used to identify the difference in the number of vehicles travelling in opposite directions on a road.

Headway is the time between arrivals of a bus or train at a specific location.

Level of Service (LOS) expresses technical measurements of the speed and volume of traffic on a road, or at an intersection, in an abbreviated form. The LOS is a measurement that expresses the percentage of capacity of a road or intersection being used during the peak hour. The LOS levels are designated "A" through "F", from the best to worst, and cover the entire range of traffic operations that may occur. See Appendix A for the complete definition of each LOS.

Mobility-impaired refers to that segment of the population where physical or mental handicaps, or age has made it impossible for individuals to use standard modes of transportation such as a vehicle or public transit.

The **mode of travel** is the type of transportation used by people to get to where they want to go. A mode of travel can be an auto, bus, skateboard, bicycle, walking, rapid transit, or airplane. This plan uses the term **multimodal**. This means maximizing the use of all modes of travel in an effort to design and/or promote a circulation system that is efficient.

Paratransit is an alternative form of transportation that falls between a fixed route public transportation and the private automobile. Conventional public transit has predetermined schedules, fixed routes and stops, and is available to the general public. Depending on the type of paratransit service, it may or may not have a fixed route or stops, or a predetermined schedule. They do not serve the general public. The paratransit service is targeted for a specific group of people such as employees from a company, residents of a residential complex, or the mobility-impaired. Examples of paratransit are dial-a-ride, carpools, shuttlebuses, and shared-ride taxis.

Peak hour(s) is the sixty-minute period(s) in which traffic volume is the highest for the day. Peak hours during the weekday are typically from 7:00 to 9:00 AM and 4:00 to 6:00 PM.

Transportation Systems Management is the combination of several programs used by employers to reduce the impact of single occupancy automobiles on the transportation system. A va-

riety of ways can be used to reduce the impacts of a large concentration of employees on the traffic and air quality of an area. For example, the employer could provide a shuttle service to mass transit facilities, promote ridesharing of employees that live in the same area, or allow for flexible work hours that allow employees to arrive and leave work at non-peak hours of traffic congestion.

A **trip** is one way travel from an origin to a destination for a particular purpose such as a journey to work or the grocery store. The **trip end** is both the origin and destination of a trip; each trip has two trip ends. A **person trip** is one way travel by one person from an origin to a destination by any mode of travel.

Volume/Capacity Ratio, or V/C Ratio is the ratio of the volume of traffic to the design capacity of a road to handle those volumes. For example, if the capacity of a road is 20,000 vehicles/day and traffic counts indicate 18,000 vehicle/day are using the road, then the V/C Ratio is 1.8:2.0. V/C Ratios are used to estimate levels of service and congestion.

Circulation System Characteristics

The Daly City transportation network consists of five basic classes of roads that are important to understand when using this Element. In addition to road classifications, sidewalks and bike-ways are discussed because they are an important part of the circulation system. The transportation and street system map on the following pages shows each of the major streets in the City. The map classifies each of the major roads by size, volume of traffic, and how they are connected to the larger regional transportation network.

Freeways are routes designed to carry large traffic volumes over long distances. Access is controlled, crossings are separated and median strips are used to separate lanes moving in opposite directions. Interstate 280 is an eight-lane freeway with a right-of-way of 290 feet. Everyday 132,000 vehicles pass through Daly City on Interstate 280.

Expressways are roads designed to carry heavy traffic volumes at moderate speeds. Like freeways, access is controlled to just a few locations and there are medians between lanes in opposite directions. Expressways are different from freeways in that cross traffic usually is at the same grade. The basic right-of-way can vary from 100 to 170 feet. Access to abutting properties is provided by frontage roads. Intersections are signalized and parking is not permitted. Capacity will

vary depending on distances between intersections, ranging from 35,000 to 50,000 ADT. Expressways should be heavily landscaped to give them a parkway character. Skyline Boulevard (Route 35) is the only example of an expressway in Daly City.





Arterials are designed to carry heavy traffic volumes at lower speeds than expressways. Some major streets have medians to control cross traffic. Separate turning lanes usually are provided and signals control major intersections. Curb cuts for driveways should be located away from intersections and limited to essential access points. Where curb parking is allowed, it may be banned during peak travel times to gain additional capacity. Four-lane major streets have a right-of-way ranging from 88 to 115 feet, depending on whether there are parking lanes, and have a capacity of 22,500 ADT. Examples of four-lane arterials in Daly City are Geneva Avenue, Mission Street, John Daly Boulevard, and Serramonte Boulevard. Landscaping should be designed to emphasize the importance of arterial routes. Arterials can also be two-lane streets. Examples of two-lane arterials in Daly City are Eastmoor Avenue and Skyline Drive. They have rights-of-way ranging from 60 to 70 feet and have a capacity of 11,000 ADT.

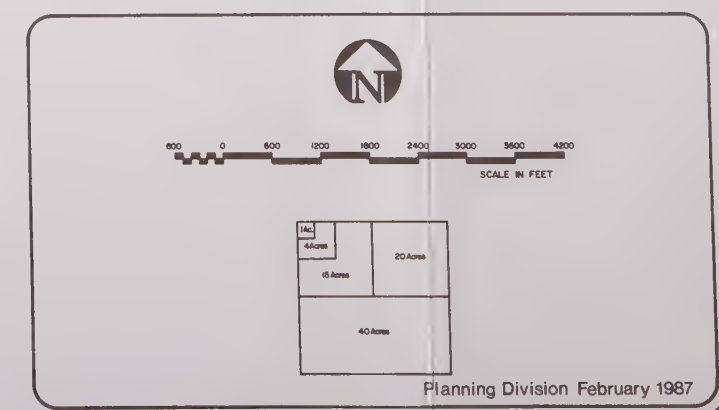
Collector streets are designed to channel traffic from local streets into the arterial street system and to handle short trips within neighborhoods. Collectors have two lanes in a right-of-way of 50 or 60 feet and have a capacity of 3,000 ADT. Existing examples include Crocker Avenue and South Mayfare Avenue.

Local streets provide access to destinations within a residential or business district. Local streets may be loop streets, cul-de-sacs, or straight connections between two collector streets. Travel distance to a collector should be short, not much longer than one-half of a mile. Right-of-way widths range from 50 to 60 feet and capacity should not exceed 800 ADT. Local streets are designed for relatively low speed travel with parking permitted on both sides of the street.

Bikeways should provide a safe and convenient network of identified routes linking all activity centers and residential areas. There are three bikeway classifications in this plan. A **Class I** bikeway is for the exclusive use of bicycles. Street and pedestrian crossings are kept to a minimum or are avoided by building underpasses or overpasses. This type of bikeway is best located in parks or alongside freeways, railroad right-of-way or waterways. There is one Class I bikeway located in Daly City on Lake Merced Boulevard extending from Westlake Park into San Francisco.

TRANSPORTATION & STREET SYSTEM

-  Arterials
-  Collectors
-  Expressways
-  Freeways
-  Intermodal Facility
-  Heliport



Planning Division February 1987



Daly City's Civic Center

Class II bikeways are adjacent to but separated from motor vehicle and/or pedestrian traffic. While the cyclist has a separate path, it may be preempted by turning or parking vehicles. This type of bikeway can be added to existing streets by narrowing travel lanes to provide a path separated by a low berm, painted markings or by removing curb parking. One way lanes should be at least four feet wide. An example of a *Class II* bikeway in Daly City is found along Carter Street.

Class III bikeways are shared bikeways where the cyclist occupies the same right-of-way with either motor vehicles or pedestrians. Signs are used to designate that the street or path also is to be used by cyclists. While this type of bikeway is the most hazardous, it also is the least expensive to install and is appropriate on local streets with little traffic. The Bicentennial Bike Route on Skyline Boulevard is an example of this type of bikeway in Daly City.

Pedestrian circulation should be separated from vehicular circulation wherever possible. Sidewalks are necessary on streets where curb parking is allowed. Sidewalks and other types of walkways should connect activity centers and residential areas with transit stops. Neighborhood walkway systems should link shopping centers, schools, and parks with homes. Street furniture such as traffic signals, signs and mailboxes should not block pedestrian movements on sidewalks. Street crosswalks should have ramped curbs for handicap access.

Relationship to Other Jurisdictions

This section identifies other policymaking jurisdictions that influence the effectiveness of the transportation system in Daly City. While the City has no direct control over these agencies, the City does work with them in an effort to promote an efficient and safe transportation network.

California Department of Transportation (Caltrans)

This agency is responsible for the expansion and maintenance of the State highway and freeway system. Since Caltrans is responsible for two highways and two freeways in Daly City, they are often consulted in the review of development proposals and environmental impact reports. Caltrans is a funding source for a limited amount of local roadway improvements and provides research for transportation-related planning issues such as trips generated by type of land use. Interstate 280, Route 1, Mission Street, and Skyline Boulevard are Caltrans owned and maintained roadways in Daly City. Caltrans may influence development in a city if they decide to sell off excess right-of-way, such as the case with Serramonte Highlands adjacent to I-280.

Metropolitan Transportation Commission (MTC)

MTC was created by the State legislature in 1970 to prepare a regional transportation plan for the nine counties in the Bay Area. In addition to preparing this plan, MTC approves transportation projects that receive state or federal funding; allocates funds for transit operations; sets toll rates on bridges in the region (except the Golden Gate Bridge); evaluates the performance of the transportation system; and, promotes transit system coordination.

Bay Area Rapid Transit District (BART)

The BART district was formed in 1957 by the State legislature in response to Bay Area growth forecasts and related future transportation needs. BART's first train was launched in 1972. BART now owns and operates a regional rapid transit system that serves commuters in San Francisco, Alameda, Contra Costa Counties, and has one station in Daly City serving the Peninsula. Over the past few years, efforts have been directed toward improving reliability, service quality and capacity of the BART system. In Daly City BART is constructing a 1.5 mile tailtrack extension for the storage of trains. The storage yard should reduce operating costs as well as reduce time between trains that service other terminals in the system. The long range plans for BART service on the Peninsula include a second station in Unincorporated Colma and an extension to the San Francisco International Airport. BART's cooperation is essential if Daly City is to implement traffic improvements intended to serve BART patrons.

San Mateo County Transit District (SamTrans)

SamTrans was formed by the State Legislature, and approved by the voters of San Mateo County, in 1974. The bus system for the County started operations in January of 1975. In addition to the County bus system, SamTrans oversees the Redi-Wheels Program, and the Peninsula Caltrain. SamTrans sponsored a ballot measure in 1985 designed to clear the way for construction of a new BART station in unincorporated Colma. The District is currently negotiating with BART to extend services to the new station, which would be augmented by an extensive feeder bus system. The SamTrans Board of Directors consists of nine appointed members from various leadership positions in the community and meets once a month to determine overall policy.

San Francisco Municipal Railway (MUNI)

The first MUNI trains, with the conglomeration of several private companies, were on the tracks and providing transportation for San Francisco residents in 1944. The operations focus primarily on providing public transit for San Francisco residents and workers, although there are four routes that come to Daly City. These routes service the Hunters Point neighborhood near the Bayshore; the apartments around Lake Merced; and Fort Mason where the route makes frequent stops along 19th Avenue. All three of these routes end at the Daly City BART station. A fourth MUNI line goes to the Top of the Hill portion of Mission Street in Daly City. Interest has been expressed in extending this line to the BART station.

San Francisco International Airport

The San Francisco airport lies approximately three and one-half miles southeast of Daly City on three square miles of bayfront land. It is under the jurisdiction of and owned by the City and County of San Francisco. The airport provides domestic and international passenger and freight service. The airport has four active runways. Two are designed for arrivals and departures through the gap in the mountain range located at the Highway 35 and Highway 1 interchange. Flights that use these runways result in higher noise levels for residents in the Serramonte neighborhood than other portions of the City experience. Two other runways accommodate flights which arrive and depart over San Francisco Bay.

3 Existing Transportation System

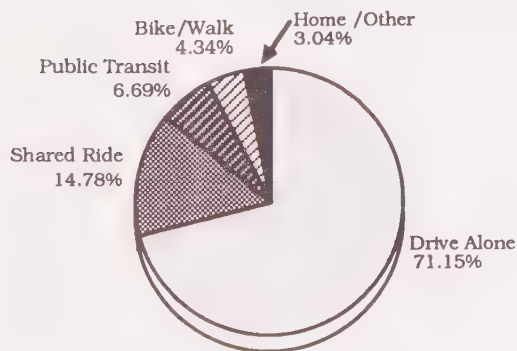
Introduction

This portion of the Circulation Element describes the various modes of transportation that serve Daly City in terms of use or ridership level. The first section presents information on the modes of travel that people use when travelling to and from Daly City to work as well as the interrelationship of those modes. The following sections present information regarding the level of use of the different modes of transportation including: Public transit, paratransit; bikeways and pedestrian circulation.

Journey to Work Information

In order to determine the mode of transportation which is most preferred by Daly City residents, Journey to Work information from the 1980 Census was reviewed. The Journey to Work information is tabulated for both Cities and Counties by mode of travel and therefore, the percentage of each mode of travel used to go to or from Daly City to work can be determined. Information from San Mateo, San Francisco, Santa Clara, Alameda, Contra Costa, Solano, and Marin Counties has been compiled to represent the overall Journey to Work figures for Daly City. The following two pie charts, Figures 3.1a and 3.2b illustrate the percentage of each travel mode in terms of travelling to or from Daly City to work. Specific city to city and city to county Journey to Work information is presented in Appendix D.

Figure 3.1a
Journey to Work To Daly City
by Travel Mode

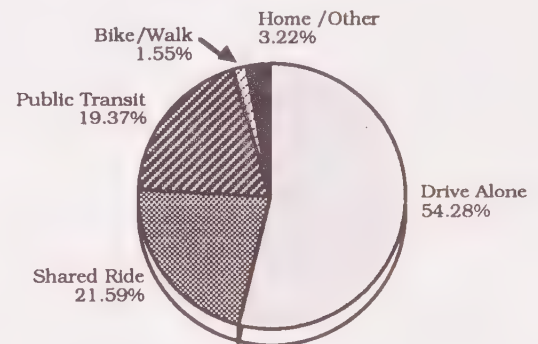


As illustrated by Figure 3.1a, the preferred mode of travel to work in Daly City is the automobile. Over 85% of the trips to Daly City to work are by automobile as either a single occupancy vehicle or shared rides. This high percentage creates a large demand for parking facilities and signifi-

cantly impacts the functional street system. In contrast, only 7% use public transit with the remaining 8% bicycling, walking to work or working at home.

As illustrated in Figure 3.1b, the preferred mode of travel from Daly City to work is still the automobile with approximately 76% of the trips from Daly City being by single occupancy vehicle or shared ride. However, a greater number of people use public transit to go from Daly City to work, as 19% of the trips are by public transit. The higher percentage of public transit use can be attributed to the location of BART in Daly City which serves downtown San Francisco and the East Bay as well as the greater emphasis placed on public transit and ride sharing due to traffic congestion on Highway 101 and the Bay Bridge.

Figure 3.1b
Journey to Work From Daly City
by Travel Mode



Interrelationship of Transportation Modes

The various modes of transportation to and from Daly City are interrelated to a certain degree. Currently, the BART station functions as a focal point for the different modes of transportation as a significant number of passengers come to this station from other peninsula cities and the station is served by both public transit and paratransit services. The Intermodal Study recognizes this and makes recommendations which promote the integration of the different modes which serve the station. The availability of transfer passes from BART to MUNI and other Bay Area public transit services helps integrate public transit use. The development and maintenance of Park and Ride lots along major traffic corridors in San Mateo County continues to promote the use of both public transit and paratransit services and reduce the number of single occupancy vehicles.

Public Transit

San Mateo County Transit District (SamTrans)

SamTrans operates an overall fixed route bus system of 82 routes with a service area of 150 square miles. SamTrans operates 19 fixed bus routes in Daly City with 15 routes directly serving the BART station. Four of the fixed bus routes have vehicles equipped with handicapped access and one route is an express route which runs along Interstate 280 directly into San Francisco. Please refer to page 79 for a map of the bus routes which serve Daly City.

In 1985-1986, the average daily number of passengers which used SamTrans bus service was approximately 70,000. Seniors and disabled persons constitute approximately 11% of this total. The Redi-wheels program provides service for 350 mobility impaired riders on 19 specially equipped buses and Caltrain passenger rail provides service for approximately 8000 persons daily. Ridership levels on the 19 routes that serve Daly City have declined in the six year period between 1981 and 1986, with the highest number of passengers using route 5L. Average weekly ridership levels are presented graphically in Figure 3.2 and in Table 3.1a.

Figure 3.2
SamTrans Average Weekly Ridership
19 Routes Serving Daly City
1981-1986

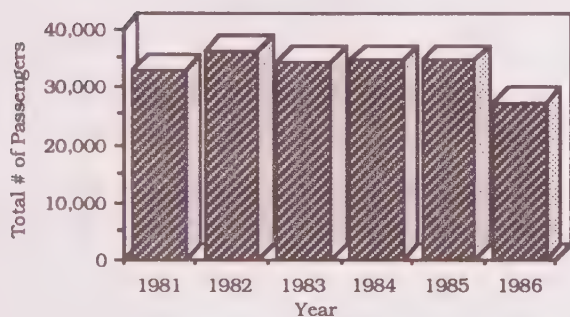


Figure 3.2 and Table 3.1a indicate that SamTrans average weekly ridership levels have decreased approximately 17% over the six year period between 1981 and 1986. Several factors could have contributed to the decrease including the strike in 1983, fare increases and the decline in gasoline prices.

Table 3.1a
SamTrans Average Weekly Ridership
19 Routes Serving Daly City
May 1981-1986

Bus Route	1981	1982	1984	1985	1986
1A	403	506	432	427	383
1C	668	702	583	559	201
1H	135	159	111	142	128
1L	930	1,470	1,186	1,130	1,826
2S	195	210	158	185	189
3B*	1,546	1,496	1,330	1,430	1,214
3C	485	345	269	278	214
5L*	5,461	5,720	6,660	6,769	6,562
5M	7,669	8,408	7,555	7,080	1,317
10S	686	713	696	693	634
20C*	5,109	5,228	4,866	5,223	4,838
20J*	3,095	3,625	3,411	3,449	2,785
20S	286	286	201	220	186
21A	3,066	3,281	3,051	3,075	2,835
21B	922	1,170	1,025	1,050	864
21F	N/A	N/A	N/A	N/A	159
22D	2,276	2,646	2,521	2,612	2,626
24B	148	304	243	262	124
24J	N/A	N/A	N/A	N/A	250
Total:	33,080	36,269	34,298	34,584	27,335

* Note: Handicapped Access Available
Source: San Mateo County Transit District 1986

San Francisco Municipal Railways (MUNI)

Municipal Railways of the City and County of San Francisco (MUNI) operates four routes into Daly City. Routes 28, 54 and 70 serve the BART station and Route 14, serves Mission Street at the Top-of-the-Hill. Of the three routes that serve the BART station, Route 14 appears to have the highest number of passengers. The Intermodal study makes a recommendation to extend the service of Route 14 from Mission Street to the BART station. Ridership Levels by route number are presented in Table 3.1b.

Table 3.1b indicates that MUNI average daily ridership levels, on the routes which serve the Daly City BART station, have declined slightly between November 1982 and March 1984. Howev-

Table 3.1b
MUNI Ridership Levels
Average Daily Passengers

Bus Route #	Nov. 1982	Mar. 1984
14 *	N/A	59,565
14L	N/A	5,304
14X	N/A	1,415
28	13,159	10,793
54	5,236	5,963
70	97	90
Total:	18,492	83,130

* Note: Approx. 50% go to the BART station
Source: MUNI "Short Range Transit Plan 1986-1991"
DKS Assoc. "Daly City Intermodal Study, July 1984"

BUS ROUTES

-  Local
-  Express
-  Supplemental

Note: Routes as of Sept. 1986

Pacific Ocean

City & County of San Francisco

San Francisco Golf Club

Cow Palace

Golden Gate Canyon Parkway

East Market

Mobile Home Park

Colma

South San Francisco

Pacifica



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er, as noted by the table, approximately 50% of the Route 14 passengers go to the BART station and it is assumed that they access the station by walking. Since ridership figures for Route 14 are unavailable for November 1982, comparisons in ridership between the two years cannot be made. If the recommended extension of Route 14 to the BART station is implemented, this could significantly increase ridership levels at the station.

Bay Area Rapid Transit (BART)

The southernmost peninsula BART Station is located in Daly City. It is currently the only BART station in San Mateo County. The BART station is located in the Peninsula Gateway Plaza Specific Plan area at the corner of John Daly Boulevard and Junipero Serra Boulevard. The BART station is used by approximately 17,500 people each day. According to Table 3.1c, BART ridership levels have remained fairly constant over the five year period between 1980 and 1984. Between 1980 and 1981, there was a slight increase in ridership of approximately 9% with ridership levels decreasing by approximately 6% over the next four years.

Table 3.1c
BART Ridership Levels 1980-1984
Daly City Station Entries/Exits

	1980	1981	1982	1983	1984
Entries	8,296	9,018	9,160	8,865	8,527
Exits	8,615	9,382	9,082	8,950	8,850
Total	16,911	18,400	18,242	17,815	17,377

Source: BART Entry/Exit adjustment Reports 1980-1984

The slight decline in ridership levels can be attributed to the fact that the existing circulation system has almost reached capacity in the BART station area and the limited number of parking

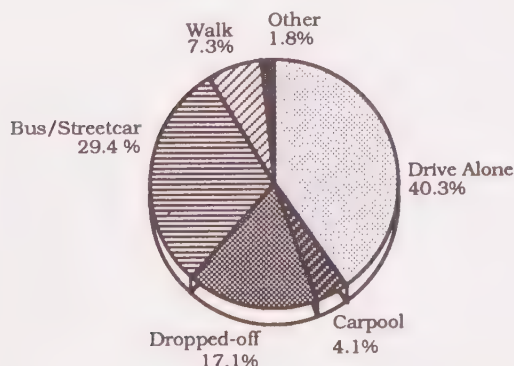
spaces at the station. The previous chart, Figure 3.3 illustrates the percent usage of the different modes of access to the BART station.

Figure 3.3 indicates that as of 1982, approximately 70% of the persons using the Daly City BART station arrive by either single occupancy vehicle or the bus system. This high percentage in conjunction with the lower percent of pedestrians accessing the station would indicate that the Daly City station is predominated by commuter service oriented towards downtown San Francisco.



Daly City is a key to regional transit systems.

Figure 3.3
BART Station Mode of Access



Source: BART Passenger Profile Study-Number Eight, Decision Research Institute, October 1982

Paratransit Services

Paratransit operations in Daly City can be divided into three categories: shuttlebuses and vanpools, carpools, and taxi service. Paratransit service is intended to provide fast and efficient transportation as an alternative to the private vehicle for commuting. As described below, some paratransit services respond to special needs of people who cannot use public transit and require an on call service to get to a doctors appointment, shopping, or social event. Other paratransit services are prearranged ridesharing services that operate mainly during peak times and provide commuters with constant work schedules the opportunity to share vehicles.

Shuttlebus and Vanpools

Shuttlebuses are an example of a prearranged ridesharing service. A shuttlebus, or vanpool program, in Daly City is most effective when there is a large concentration of individuals in a specific location that can use BART for commuting to work. Shuttlebuses are used by two large employers, one condominium association, and two private organizations in Daly City.

First Nationwide Bank operates two shuttlebuses to BART from their offices located at Hickey Boulevard and Interstate 280. The buses run every fifteen minutes from 7:00 AM to 7:00 PM and is only for employees of the bank. Each bus holds a maximum of fourteen persons. Ridership is full from 7:00 to 10:00 AM, and from 4:00 to 6:00 PM. The shuttlebuses carry about eight or nine persons per trip during non-peak hours of operation. Seton Medical Center is the other major employer in Daly City that operates a shuttlebus. The bus takes employees to and from a remote parking lot located at Sullivan Avenue and Pierce Street but does not provide service to the BART station.

The Crown Colony Condominium Association operates a shuttlebus to and from BART for residents of the residential complex. The service runs every half-hour during the peak hours. The bus is extensively used by the residents of Crown Colony. The program started twelve years ago as an amenity for the complex.

Two programs serve the mobility-impaired population in Daly City. SamTrans contracts with the Redi-Wheels program to operate a Coun-



Interstate 280 carries 132,000 cars each day

ty-wide service. This program provides curb-to-curb service for handicapped individuals and the elderly who have impairments that exclude them from effectively using public transit. The service is provided on call to persons who make reservations. In Daly City, Redi-Wheels focuses on taking people to various medical offices in the St. Francis neighborhood, Seton Hospital on Sullivan Avenue, and Kaiser Hospital in South San Francisco. The service is also extended to groups of elderly people for trips to adult day care centers and social gatherings, and handicapped students who attend Skyline College in San Bruno.

The Poplar Center of San Mateo provides a door-to-door service for the handicapped and elderly who are mobility-impaired. About 25% of the riders are mentally or physically handicapped and 75% are elderly people who cannot use public transit. The Poplar Center estimates that they service about 15% of the demand for special transit. They run a shuttle bus five days a week to the Doelger Senior Center, Peninsula Hospital in Burlingame and Lincoln Park. The Poplar Center service focuses on getting people to various medical and dental appointments, and stores for shopping. The Doelger Senior Center has also worked out an agreement with SamTrans for special bus service from the BART station to Westlake Shopping Center and the Senior Center.

Carpools

RIDES for Bay Area Commuters is a private non-profit corporation funded mostly by Caltrans and MTC. RIDES was established in 1977 to promote & facilitate alternative transportation for commuters who work and/or live in the ten County Bay Area (including Santa Cruz). RIDES provides carpooling services for both individual commuters and large employers. The services for individual commuters includes: free computerized car pool matching; general commuter and transit information; and specialized information on how to establish, operate, and maintain a vanpool.

In Daly City, there are approximately 178 commuters currently using this service. RIDES provides two types of services for private businesses and local governments. The first is free and consists of basic consulting and informational services on ride sharing. The second is a contract service that is not free, but is growing in use around the Bay Area. This service consists of contracting with a local government, developer, or employer to provide a full time person who operates a transit center to coordinate carpools and provide commuter information. Currently no such service is provided in Daly City.

Taxi Service

Two companies provide twenty-four hour private taxi service in Daly City. The City Council reviews and approves the license to operate a taxi service in the City. The Gateway Cab Company operates eleven cabs and, with a fleet of sixteen vehicles, the Daly City Cab Company provides about 500 trips per day to locations within and outside of the City. The average length of a trip is approximately three miles and the average number of passengers is 1.25 persons.

Bikeway System

The use of bicycles as a viable means of transportation in Daly City is limited by several factors including topography, climate and the lack of a safe operating environment. While the City cannot influence the topography or climate, it can make provisions for a safe operating environment. Please refer to page 81 for a map of the city and county designated bikeways.

Currently there are two City designated bikeways in Daly City. A Class I Bikeway is located in the northwest portion of the City adjacent to Westlake Park, running north along Lake Merced Boulevard to the City limits. The second bikeway is a Class III bikeway and is part of the Bicentennial Bike Route established by Caltrans. This portion of the Bicentennial Bike Route which runs through Daly City originates on Skyline Boulevard (Route 35) then continues on Skyline Road south until it reaches Pacifica.

The Bikeways Plan of the San Mateo County General Plan designates several roads in Daly City as bikeways. However, these bikeways are not classified and are not recognized by the City as bikeways. The City currently does not have an approved Bicycle Facilities Plan, therefore is not eligible for State funding for the maintenance and construction of bikeways and bike facilities.

Pedestrian Circulation

The pedestrian circulation system in Daly City has been determined by the type and extent of land uses within the City. In the older areas of the City, most notably the Original Daly City and Crocker neighborhoods, commercial land uses are integrated with residential uses in the form of corner grocery stores that can be accessed by walking rather than driving. The central location of the Mission Street Redevelopment Area within these two neighborhoods also provides the residents with commercial uses within walk-





ing distance. However, in the newer areas such as the St. Francis Heights and Serramonte neighborhoods, commercial uses are concentrated in small neighborhood serving commercial shopping centers which are more easily accessed by automobile or bus therefore restricting pedestrian access.



There are several hiking trails in Daly City. The most notable is the coastline trail which runs north to south along the Pacific coastline and closely follows the abandoned Highway 1 right-of-way. Other hiking trails in the city are located around San Bruno Mountain and provide access to San Bruno Mountain County Park.



Landscaping improves appearance

BIKEWAYS

-  City
-  County
-  Classification
-  Proposed



SCALE IN FEET

1 mi	
40 Acres	20 Acres
15 Acres	
40 Acres	

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4 Transportation Systems Demand

Introduction

The circulation system links the use of land in Daly City together with the region through a network of freeways, roads, and mass transit. Demands placed on the transportation system are closely tied to the type of land use in a city and the level of intensity the land is developed. One purpose of this chapter is to define how general land uses established in the City influence the design of various transportation improvements. This critical link between land use and the circulation system is discussed in two sections.

The first section describes the amount of traffic generated by different land uses in the City. Although the information is general in nature, it can be used to help estimate additional traffic for a new development proposal; aid in a businessperson's decision for the location of a retail outlet; or to help residents understand why the traffic in their neighborhood is at a certain level. The tables presented in this section were derived from data in the following two publications: *15th Progress Report on Trip Ends Generation Research Counts*, California Department of Transportation, December, 1983; and the *Air Quality and Urban Development Guidelines for Assessing Impacts of Projects and Plans*, Bay Area Air Quality Management District, November, 1985.

The second section of this chapter describes the level of service (LOS) for various critical intersections in the City. Areas where the LOS has been found to be a problem in the function of the circulation system are identified.

Transportation and Land Use

Residential uses dominate the existing composition of land uses in Daly City. Part of understanding the implications of a city dominated by residential uses is knowing the traffic implications for various types of residential densities. The table below defines the expected numbers of vehicle trips by residential land use in Daly City.

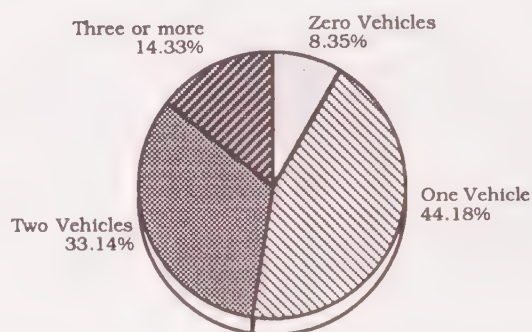
Table 3.2a
Average Weekday Trips for Residential Land Uses

Residential Type	Trips per Dwelling Unit	Normal Peak Hour
Single Family	8.9	5-6 p.m.
Condo/Townhouse	5.1	5-6 p.m.
Apartment	5.7	5-6 p.m.
Retirement Home	3.3	3-4 p.m.
Mobile Home Park	5.4	5-6 p.m.

Single family subdivisions generate considerably more trips per dwelling unit than other housing types because, in part, design necessitates the use of automobiles. Daly City's average weekday trip (AWDT) rate of 8.9 is lower than the Bay Area AWDT of 10.0 for single family homes because of the relatively high density of the City's single family districts. Trips for the delivery of services (i.e., utility, mail, and garbage collection) are reduced by the central location of service areas in compact residential developments such as Village in the Park. Demographic factors, including family size, also influence the reduced number of trips per household in condominiums, apartments, and mobile home parks.

The end result of any vehicle trip is the need to find a parking place. Parking in residential subdivisions is harder to accommodate in Daly City because of the long and narrow shape of the parcels. Street frontages of twenty-five to thirty feet influence the site design and subdivision layout when accommodating parking demand. The number of vehicles available in Daly City households is shown in Figure 3.4. The data shows that approximately one-half of the households have

Figure 3.4
Vehicles per Household
in Daly City, 1980



Source: 1980 Census

one or no vehicles, indicating that parking demand should not be more than the supply in residential areas. The perceived shortage of parking in many of the residential neighborhoods is aggravated by subdivision design that minimizes on-street parking and the use of garage parking for other purposes, including storage of personal property, hobby rooms, or illegal secondary units.

Traffic generation and parking demand for different types of commercial land uses vary more than residential land uses. AWDT Tables 3.2b and 3.2c on page 84, for commercial and industrial uses respectively, are general in nature

and are intended to show how traffic demands change considerably with the type of commercial activity.

Table 3.2b
Average Weekday Trips for Commercial Land Uses

Commercial Land Use	Trips per 1,000 Sq. Ft.	Trips per Generation Unit	Normal Peak Hour
SHOPPING CTR.			
a. Regional	40	12.4/Employee	12-1 p.m.
b. Neighborhood	86	44.8/Employee	5-6 p.m.
Commercial Store	48	46/Employee	12-1 p.m.
RESTAURANT			
a. Fast Food	956	26.4/Seat	12-1 p.m.
b. Quality	86	2.3/Seat	6-7 p.m.
c. Sit Down	300	—	6-7 p.m.
Medical Office	43	20.2/Employee	5-6 p.m.
Hospital	8.6	10/Bed	4-5 p.m.
Motel	10.1	10/Occupied Unit	12-1 p.m.
Commercial Office	15	3.9/Employee	5-6 p.m.
Bank	148	43.1/Employee	12-1 p.m.

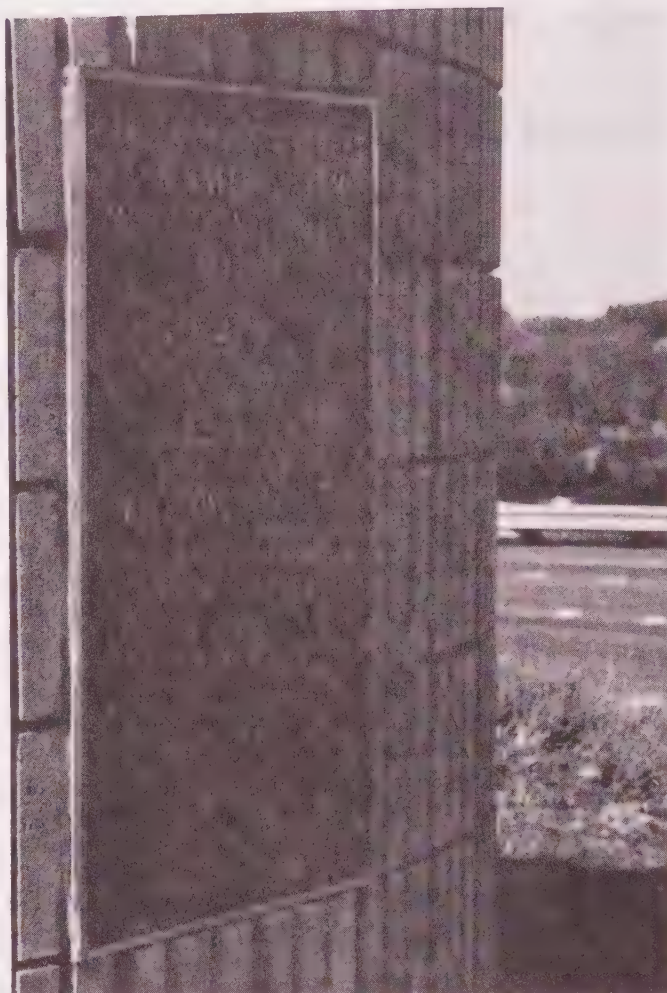
The peak hour demand for industrial and commercial uses results in 9-12% of the traffic on the road in a twenty-four hour period. The peak traffic demand for a commercial land use is often the factor used in estimating the required parking for a specific land use. Parking demand is the result of: the number of employees per square foot; the amount of time a customer spends at a particular location; and, the availability and use of alternative transportation modes.

Table 3.2c
Average Weekday Trips for Industrial Land Uses

Industrial Land Use	Trips per 1,000 Sq. Ft.	Trips per Acre	Normal Peak Hour
Industrial Park	5.4	64	4-5 p.m.
Warehouse	4.5	81	7-8 p.m.
Mass Production	4.8	93	7-8 p.m.
Administration	6.7	60	4-5 p.m.
Research/Devel.	6.2	31	4-5 p.m.

For example, the parking demand for office space in a suburban location on the San Francisco Peninsula is approximately 3.5 spaces/1,000 of gross space. If the office space has a high employee per square foot ratio, as can be found in an insurance office, the demand for parking and transportation facilities will be greater. Should the office be located near a mass transit facility, such as the Peninsula Gateway Plaza Specific Plan area, the demand for parking and road capacity will be reduced.

Developing employment centers in Daly City would provide a significant mitigation measure toward reducing the demand for regional transportation systems such as the freeways and BART. According to the Journey to Work information in Appendix D, 88 % of the employed residents in Daly City commute outside of Daly City



Improved Carter Street serves the Bayshore neighborhood

Table 3.2d
Average Weekday Trips for Public Land Uses

Public Land Uses	Trips per Generation Unit	Normal Peak Hour
SCHOOLS		
a. High School	1.3/Student	7-8 a.m.
b. Junior High	1.0/Student	7-8 a.m.
c. Elementary	1.0/Student	7-8 a.m.
Library	45.5/1,000 Sq. Ft.	—
Church/Synagog	45/1,000 Sq. Ft.	—
RECREATION		
a. Bowling Ctr.	33/Lane	—
b. Health Club	31.4/1,000 Sq. Ft.	—
c. Golf Course	66/Acre	—
d. Theatre	2.5/Seat	6-7 p.m.
GOVERNMENT		
a. Civic Ctr.	65/1,000 Sq. Ft.	4-5 p.m.
b. Post Office	150/1,000 Sq. Ft.	12-1 p.m.
c. DMV	178/1,000 Sq. Ft.	5-6 p.m.



Mission Street—shopping opportunities abound along this arterial

for work. The majority of those individuals use single occupancy vehicles travelling to and from their workplace. The predominance of residential land uses and lack of employment opportunities is directly increasing freeway congestion and contributing toward the degradation of the regional air basin. The problem is compounded by the fact that 69% of the jobs that are in Daly City are held by people who live outside of the City and commute via freeways.

The AWDT information for public and semi-public land uses is shown in Table 3.2d. Note that peak hour demands do not exist for many of the uses listed and the traffic demand for the church/synagog is calculated for a day of assembly rather than an average weekday.

Level of Service for Selected Intersections

Intersection performance is considered critical to the functioning of a city's circulation because it controls the flow of traffic throughout the system. Appendix B lists the existing level of service (LOS) and the expected LOS, if the City is built to capacity, for thirty-nine intersections. The intersection LOS calculations for build out are based on the cumulative impacts of projects approved by the City as well as the development of vacant lands at present zoning classifications.

The map, Transportation System Demand, on page 85 graphically shows the roads that currently receive the heaviest traffic demand and the existing evening peak hour LOS for the major intersections in the City. The intersections that

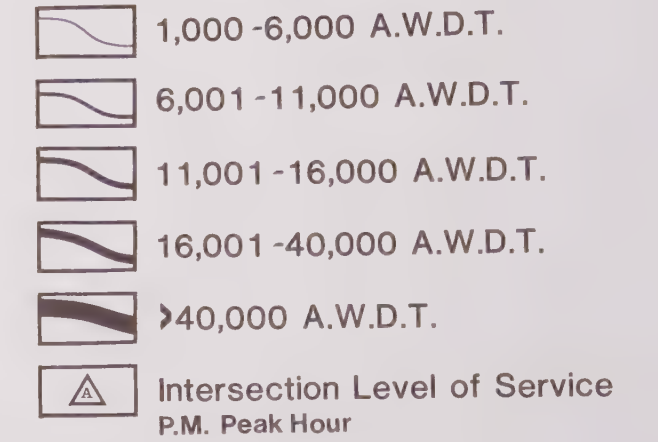
are at capacity, LOS E, and the highest demand for roads, occur on arterials that service the freeway thus demonstrating that the majority of the City's commercial activity is along the spine of I-280.

Fully 87% of the critical intersections surveyed have an existing LOS of A, B, or C during the peak demand period from 4:00 to 6:00 P.M. These three levels are considered to be optimal for intersection performance, (for definitions of the different levels of service, see Appendix A). Two intersections are approaching capacity during peak demand with an existing LOS D. These intersections are: 1) Mission Street, East Market Street & San Pedro Road, and 2) Junipero Serra Boulevard & San Pedro Road. Three intersections are currently at capacity, or LOS E. These intersections are: 1) John Daly Boulevard, Junipero Serra Boulevard & the I-280 northbound on ramp, 2) northbound on Sullivan Avenue at the I-280 off ramp, and 3) Hickey Boulevard at the I-280 northbound on and off ramps at Imperial Way near Crown Colony.

All three of the intersections identified as being at capacity are scheduled for improvements. The Hickey/I-280 on and off-ramp intersections will be improved as a part of new office development contribution toward mitigating traffic impacts. The second location, the intersection at John Daly Boulevard and Junipero Serra Boulevard, is scheduled for a variety improvements as part of an intermodal grant to improve vehicle and pedestrian access to the BART station. The third location on Sullivan Avenue is part of an overall improvement plan for the Sullivan Avenue Corridor.

TRANSPORTATION SYSTEM DEMAND

TRAFFIC DENSITIES



Pacific
Ocean

City & County of San Francisco

San Francisco Golf Club

San Francisco Golf Club

Guadalupe Canyon Parkway

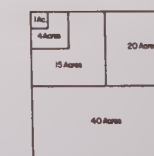
Colma

South San Francisco

Pacifica



0 600 1200 1800 2400 3000 3600 4200
SCALE IN FEET



Planning Division February 1987

5 Goals, Objectives & Policies

The Circulation Goal

This section of the Circulation Element contains a discussion of the goal, objectives and policies the City has outlined in order to meet the future transportation needs of the community. The goal represents the type of circulation system the City would prefer. The objectives represent actions, which can be measured over time, that provide a general direction towards achievement of the goals, while the policies reflect more specific actions that the City has to take in order to attain the circulation goal. The City's Circulation goal is:

"Develop and maintain an efficient, balanced transportation system which preserves and enhances environmental quality while providing for the safe movement of all people and goods throughout the community."

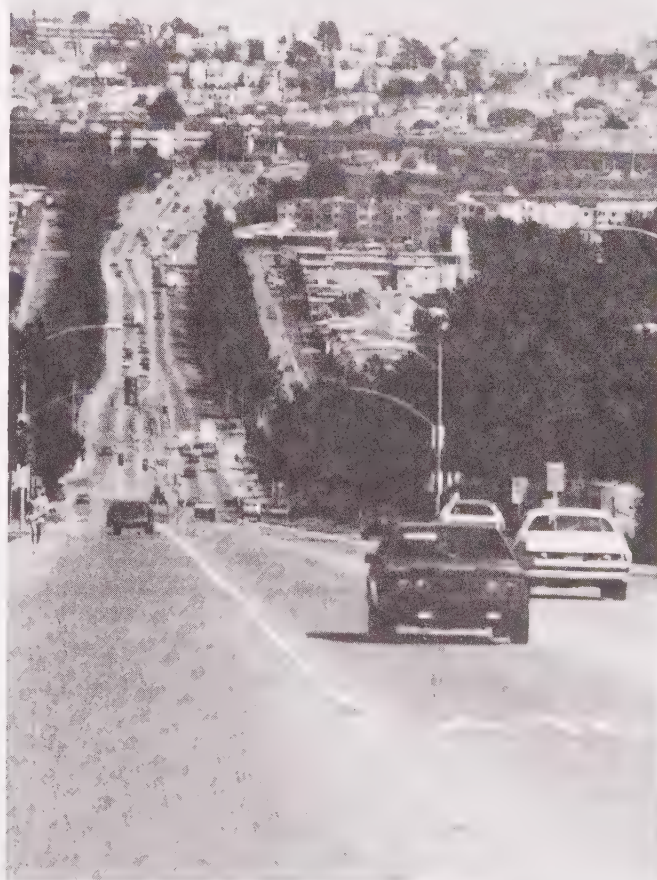
Several facets of the goal warrant consideration. First of all, a balanced transportation system provides the community with alternative transportation choices. Although the automobile is still the primary mode of transportation in the City, many people use other forms of transportation such as buses, taxi, ridesharing, shuttle services and bicycles to move throughout the City. The location of BART in Daly City also provides the community with an alternative method of travelling throughout the Bay Area. There are some people, however, who have little or no choice in terms of mode of transportation. These transit dependent citizens must use public transit to move throughout the community or region. Emphasis should be placed on developing new choices and maintaining and improving existing alternative forms of transportation.

Second, the goal promotes the development of an efficient system. The efficiency of a transportation system is related to the reduction in costs associated with travelling between two places. Two types of costs, direct and indirect costs can be defined. Direct costs include: travel time, gas, vehicle maintenance, transit fares and traffic accidents. Indirect costs include: emotional or psychological stress, energy use and air quality impacts. A reduction in these costs can be achieved through the development of a balanced, multi-modal transportation system.

Third, a balanced and efficient transportation system helps to preserve and enhance environmental quality. The use of alternative modes of transportation will result in improved air quality, the conservation of natural resources and reduced parking demand. Adverse transportation impacts resulting from development can

be mitigated through the requirement of contributions for transportation system improvements such as the signalization of intersections and widening of roads. Other transportation impacts such as insufficient parking can also be mitigated by requiring in-lieu fees for the construction of parking garages or requiring payments under a parking assessment district.

Fourth, all forms of transportation within the community should provide for the safe movement of all citizens. The proper maintenance of streets, sidewalks, intersections, signals, bus stops and directional signs is essential to the safety of the community. The construction of handicapped modifications allow for the improved movement and safety of the physically handicapped. Programs and policies should be directed towards maintaining the safety of public transit systems that serve the City such as BART, SamTrans and MUNI, in order to ensure the safety of their passengers.



John Daly Boulevard looking toward the Top of the Hill

Circulation Objectives and Policies

Transportation System

Objective 1. Develop a multimodal transportation system which provides a variety of choices to all members of the community.

Policy 1.1: Promote a coordinated transportation system in which all modes of transportation complement each other.

In order to increase efficiency and reduce conflicts in service between the various modes of transportation, the City should work together with BART, SamTrans, MUNI and other agencies to coordinate the scheduling and timing of their services as well as the location of their facilities. The City should encourage SamTrans to develop a transfer system which allows for transfers from both BART and MUNI to SamTrans service. Access to these facilities should provide for the integration of single occupancy vehicles, para-transit services and public transit.

Policy 1.2: Work with the Metropolitan Transportation Commission to coordinate the transportation planning efforts of the City with those of adjacent jurisdictions.

The City should support the Metropolitan Transportation Commissions (MTC) efforts to coordinate regional transportation planning in so far as they contribute to the accomplishment of the goals and policies of this plan. To ensure that the programs contained in MTC's Regional Transportation Plan for the Nine County San Francisco Bay Area are in accord with the needs of the City, the City should participate in the yearly revisions. MTC also provides information regarding new transit programs and assists cities in developing and coordinating alternative transportation systems. The City should consult MTC when developing alternative transportation systems and allow MTC to review any proposed transportation programs.

Policy 1.3: Support the development of a Joint Powers Agreement, including San Francisco, San Mateo and Santa Clara Counties, to form a committee to analyze transportation issues in the three county areas.

The development of a Joint Powers Agreement between the three counties would result in the formation of an Ad Hoc committee comprised of members from each of the three counties. This group would be responsible for analyzing the various transportation issues which concern the three county area. An example of the tasks they

would perform include reviewing the feasibility of continuing and upgrading Caltrain service in the Bay Area.

Objective 2. Reduce the impact of development on existing transportation systems.

Policy 2.1: Maintain a Level of Service "C", which allows for a minimum amount of delays during peak hour traffic periods, where economically or physically feasible.

The City should require that a minimum Level of Service "C" be maintained during peak hour traffic periods at those intersections and roads impacted by development. If a minimum Level of Service "C" cannot be maintained, a Level of Service "D" during peak hour traffic periods would be acceptable if the development incorporates and successfully implements a Transportation System Management program.

Policy 2.2: Require that new development provide a proportionate share of the costs of traffic improvements needed to mitigate traffic impacts.

Most adverse traffic impacts created by new development can be mitigated through the construction of transportation system improvements such as signalization and street widening. It is common practice in the City to require contributions from developers to cover the cost of transportation system improvements. However, discrepancies arise when determining the appropriate amount of developer contributions. The City should establish by ordinance, a process that can be used to determine the proportionate share of contributions from developers based upon the size or intensity of the use in relation to the amount of improvements needed.

Public Transit Services

Objective 3. Increase ridership levels for all public transit services.

Policy 3.1: Encourage public transit companies to reduce the headway times of their vehicles.

A reduction in headway time could result in increased system efficiency and convenience. This can be seen as an incentive for public transit use as more persons could be accommodated through an increase in the frequency of available transit vehicles thereby reducing travel time.

Policy 3.2: Promote public transit programs and policies which are directed towards the transit dependent.

The City should promote the use of public transit services by making the access to these systems

more convenient. Information about these services, such as bus routes and schedules, should be readily available to the community at transit centers, commercial areas, libraries, multi-family dwellings and activity centers in the City. Other means of increasing ridership levels include incentives such as reduced fares and/or preferential passes for senior citizens, students and other transportation dependent citizens. While it is recognized that these programs are controlled by the transit agencies, the City should promote the development or maintenance of these types of programs.

Objective 4. Encourage the maintenance and expansion of public transit services such as SamTrans, MUNI and BART.

Policy 4.1: Support the development of additional Park and Ride lots in northern San Mateo County.

The construction of additional Park and Ride lots will further integrate the use of single occupancy vehicles and public transit systems. It will also encourage the development and use of paratransit services by providing common areas for ridesharing and shuttle services. The City supports the construction of the proposed SamTrans Park and Ride lot in Unincorporated Colma.

Policy 4.2: Enhance the ability of the BART Station area to function as an intermodal facility.

The intermodal study prepared on the BART station area for the City identified several short-range improvements which would improve pedestrian and vehicular circulation in and around the station area. It is important that these improvements occur in a timely manner in order to relieve existing transportation system impacts.

Policy 4.3: Support the construction of a second BART station in the Daly City Planning Area.

Current and future development in the region will eventually require that a second BART station be constructed. Existing transportation system capacity has almost been reached on John Daly and Junipero Serra Boulevards, restricting access to the existing BART station. The transportation system improvements identified in the Intermodal Study and proposed for the BART station area are primarily short-term improvements intended to mitigate existing circulation impacts. Furthermore, the Intermodal Study states that there are no feasible circulation improvements beyond those proposed in the short range plan which would allow the Daly City BART station access system to provide for the minimum long range patronage projections.

Policy 4.4: Support the extension of the BART system to the San Francisco International Airport.

The extension of the BART system to the San Francisco International Airport is a long term objective of BART. The extension will provide a direct link between Daly City and the airport. This would allow for improved access and public transit service to new and existing commercial retail and office development in accord with the objectives of the Land Use Element.

Paratransit Services

Objective 5. Encourage the development of a coordinated paratransit system.

Policy 5.1: Consider the development of incentives for paratransit use.

Paratransit services were developed in the early 1970's in order to meet the transportation needs not served by the automobile and public transit. Paratransit services can be divided into two groups; demand responsive paratransit and prearranged ridesharing. Demand responsive service is characterized by Dial-a-ride or Dial-a-bus services and shared-ride taxi services while prearranged ridesharing includes the use of carpools, vanpools and shuttle bus services. The City should evaluate the different incentives being used by other jurisdictions to encourage the use of these types of paratransit services, in order to determine what incentives are applicable to the City and the development of its paratransit system.

Policy 5.2: Require the inclusion of Transportation Systems Management programs for new residential and commercial developments based upon the intensity of the proposed use.

The City should consider requiring new projects to make provisions for the inclusion of Transportation Systems Management programs in order to help mitigate transportation and circulation impacts caused by new residential and commercial development. In the past, some residential and commercial developments have been required to provide shuttle service to and from the Daly City BART station in order to mitigate traffic impacts. While this practice has been successful, it is only a small part of a Transportation System Management program. A typical Transportation System Management program includes ridesharing (carpools and vanpools), shuttle services, alternative work hours, an assigned transportation coordinator and parking management.

Policy 5.3: Support the maintenance and expansion of the RIDES program in San Mateo County.

Rides for Bay Area Commuters (RIDES) provides free computerized car pool matching, general commuter & transit information and specialized van pool services for individual commuters. RIDES also provides private employers and local governments with basic employer information services and contract services. New development should be required to contract services from RIDES or other similar programs in order to help mitigate adverse transportation impacts resulting from the development.

Bicycle and Pedestrian Travel

Objective 6. Promote the use of bicycles as an alternative form of transportation.

Policy 6.1: Create or establish new bikeways which compliment those of adjacent jurisdictions.

The San Mateo County Bikeway plan has several designated bikeways which traverse through the City. Section 2373 of the California Streets and Highways Code contains three bikeway classifications; Bike Paths (Class I), Lanes (Class II) and Routes (Class III). By adoption of this plan, the City will adopt those County designated bikeways (as illustrated on the map on page 81) and classify them accordingly as well as designate several arterial and collector streets as either Bike Lanes or Routes. This would promote the use of bicycles in the City and create a safe operating environment in which both modes of transportation, the bicycle and passenger vehicle, could co-exist.

It is also important that the designations assigned by the City compliment those of adjacent jurisdictions in order to allow the safe movement of bicycle traffic between the City and other jurisdictions.

Policy 6.2: Provide for the maintenance and improvement of existing bikeways.

All existing bikeways should be properly signed and marked in order to promote bicycle use and improve bicycle safety. Continued maintenance of roads where bikeways are located, including the removal of broken glass, road debris and potholes, is important for the safe movement of bicycle traffic.

Policy 6.3: Improve bicycle access between residential areas and schools, commercial areas, recreational facilities, transit centers, and major activity centers in the City.

Public Transit service from residential areas to major commercial areas, recreational facilities, transit centers, and major activity centers in the City can be considered adequate. Bicycle access, however, is limited. The creation of bike lanes or routes which link residential areas to these other areas will provide the community with improved access as well as additional choices. An important consideration is the provision of adequate bicycle parking and storage facilities. These types of facilities should be placed at schools, commercial shopping areas, recreational facilities, transit centers and activity centers in the City to encourage bicycle usage.

Objective 7. Insure the free and safe movement of pedestrians throughout the community.

Policy 7.1: Strengthen pedestrian access between residential areas and schools, commercial areas, recreational facilities, transit centers, and major activity centers in the City.

Pedestrian access is limited by the lack of sidewalks, clearly marked and signalled intersections and inadequate lighting in some commercial areas in the City. While new development might be required to provide intersection improvements and new curbs, gutters and sidewalks in certain areas, the City should identify and upgrade those areas that will not experience new development and need improvement.

Policy 7.2: Improve pedestrian safety by providing adequate separation of pedestrian and motor vehicle traffic.

Where possible, the City should design new right-of-ways which allow for the separation of pedestrian and vehicular traffic. This includes making provisions for sidewalks on newly constructed or existing roads and constructing pedestrian overcrossings in areas of heavy pedestrian and vehicular traffic. Barriers such as light poles and traffic signals should not be placed on sidewalks in a manner that restricts pedestrian movement.

Policy 7.3: Improve coastal access by providing hiking trails along the coast.

Daly City should continue to work with the Golden Gate National Recreation Area (GGNRA) to include the coastline of the City in the National Recreation Area. As a part of that continuing effort, the City should provide pedestrian access to the coastline by creating a hiking trail from Mussel Rock to the Thronton State Beach area and improve the existing trail located at Daisku Ikeda Canyon.

Environmental Preservation

Objective 8. Encourage the development of transportation systems which preserve environmental quality and conserve natural resources.

Policy 8.1: Minimize, to the maximum extent possible, adverse transportation related air quality and noise impacts.

A reduction in air quality and noise impacts can be expected by reducing the number of single occupancy vehicles and promoting the use of alternative modes of transportation. Therefore, the achievement of a balanced transportation system will further environmental preservation and enhancement. Providing needed circulation improvements which reduce traffic congestion also reduce the concentration of emissions and hence improve air quality and reduce noise. The Bay Area Air Quality Management Districts "Air Quality and Urban Development Guidelines for Assessing Impact of Projects and Plans," contains a discussion of mitigation measures, for different types of projects, which emphasize the use of alternative modes of transportation. These mitigation measures should be required in those instances where adverse air quality impacts have been identified.



Award winning road design

Policy 8.2: Reduce freeway congestion and associated impacts by promoting development that provides job opportunities that will improve the jobs/housing balance in the City.

Daly City has always had a greater number of housing units than job opportunities. This imbalance increases the demand for freeways and directly impacts the quality of the Bay Area's air basin. This policy is intended to work in conjunction with the economic development policies in the land use element. The purpose of this policy is to encourage developers to locate new commercial and industrial development in Daly City where moderate income housing is both available and is under construction. To further the implementation of this policy, the City should provide incentives to businesses that hire a significant number of local residents.

Parking

Objective 9. Insure adequate off-street parking opportunities for all new and existing development.

Policy 9.1: Off-street parking requirements for commercial uses should adequately reflect current parking demand.

The current off-street parking requirements in Daly City's Zoning Ordinance, for commercial and office development, do not reflect current parking demand for specific types of commercial and office development. This is supported by the number of off-street parking variances which have been approved in the past five years. The off-street requirements in the Zoning Ordinance should be revised to reflect the demand generated by specific types of commercial uses rather than having a general requirement for all commercial uses.

Policy 9.2: Consider the use of in-lieu fees for parking areas, joint-use of parking areas, the creation of parking assessment districts, and other innovative methods of providing off-street parking.

Several areas in the City including the Peninsula Gateway Plaza and Mission Street Redevelopment Area have considerable parking problems. Other Areas such as the Sullivan Corridor Specific Plan area have tremendous potential for future commercial and office development which would require a high number of parking spaces. The City should continue to explore the potential for use of innovative methods of providing off-street parking in these and other areas.

6 Circulation Programs

Circulation Programs are action programs defining what Daly City is doing or intends to do to implement the policies and achieve the Goal and Objectives of the Circulation Element. Circulation Programs are organized into two major categories: Programs the City is currently utilizing to address transportation needs and proposed programs that will further the circulation goal, objectives and policies of the City. In addition to defining a specific action, the proposed programs also identify the anticipated source of funding, responsible agency and time frame for each component. The following specific actions have been undertaken by Daly City in response to the needs of the transportation system.

Current Programs for Circulation

Intermodal Study

Various transportation agencies must work together to coordinate services. This task requires identifying the components of various transit services, the limitations and constraints of existing systems, and the solutions to the problem of providing a greater level of service with limited resources.

The existing demand at the Daly City BART station, the potential for a second Daly City station and SamTrans park and ride lot at the new storage facility, and projected growth in the Redevelopment Area on Junipero Serra Boulevard required a coordinated approach in order to maximize potential transit opportunities in the area. Thus, the Daly City Intermodal Study was adopted by the City in June of 1985 in an effort to coordinate transit services. The study was funded by the California Transportation Commission (50%), MTC (42%), and the Daly City Redevelopment Agency, (8%). Agencies that participated in the study include: BART, Caltrans, Daly City, SamTrans, MUNI, San Mateo County, and MTC. The report makes recommendations for BART terminal and street improvements in Daly City and indicates how transportation facilities affect, and are affected by, development in the area.

Preferential Parking Permits

The City established a Preferential Parking Permit Ordinance for three residential areas in close proximity to the BART Station. The preferential permit system prohibits BART station patrons from parking in residential areas in order to maintain parking for the residents. Preferential parking areas are established by petition, which

must be signed by at least 1/3 of the residents in the proposed area. Upon receipt of the petition by the City Council, the Council sets a public hearing and refers the matter to the Planning Commission for review pursuant to California Environmental Quality Act (CEQA) and other applicable State and Local guidelines. At the public hearing, the City Engineer submits a written report detailing his recommendations based upon surveys and studies conducted in the proposed area and the Director of Economic and Community Development submits a written report summarizing the Planning Commission's environmental review determination. The City Council then, at the public hearing, has the authority to approve or deny the request. If the request is approved, the ordinance allows property owners in those preferential parking zones designated by the City, to obtain a maximum of three permits. The permits are non-transferrable and are issued annually for no charge.

Traffic Committee

This technical committee is comprised of staff members from the City Manager's office, and the Police, Public Works, and Economic and Community Development Departments. The Committee meets once a month to review and make recommendations on requests for City sponsored traffic improvements or changes in the circulation system. An item may come before the Committee for review at the request of the community or various departments throughout the City administration. Modifications to a SamTrans bus route and/or location of bus stops, restrictions on parking, and the placement of additional stop signs are typical of the type of requests reviewed. The Committee's recommendations are forwarded to the City Council for action.

Lighting and Landscaping Assessment District

Under the provisions of the Landscaping and Lighting Act of 1972, the City formed the Lighting and Landscaping Assessment District in 1982 to fund the construction and maintenance of City street lighting and landscaping. The method of determining the assessment is based upon the relationship of the benefits received to the cost of providing street lighting and public landscaping. Benefits are determined based upon the intensity of use of a parcel (land use designation) and the linear street frontage of the parcel. Lighting and Landscaping Assessment District fees can be used for funding future streetscape improvements.

Proposed Programs for Circulation

The following specific actions will have to be undertaken by Daly City in order to implement the policies outlined in this element.

Program 1. Off-street Parking Requirements Revisions

Objective: Insure adequate parking
Responsible Agency: Planning Division, City Attorney
Time Frame: 1988-89
Funding source: General Fund

Activity: In order to insure that all new and existing developments have enough parking to meet demand, the City should review and update the Off-street parking requirements section of the Zoning Ordinance. The current zoning ordinance contains off-street parking requirements for commercial and office uses (which are too general). The ordinance should also be revised to include specifications for loading zones and requirements for locating parking meters. Emphasis should be placed on the determination of new specific requirements for commercial and office development as well as mixed-use development.

Program 2. Traffic Level Monitoring System

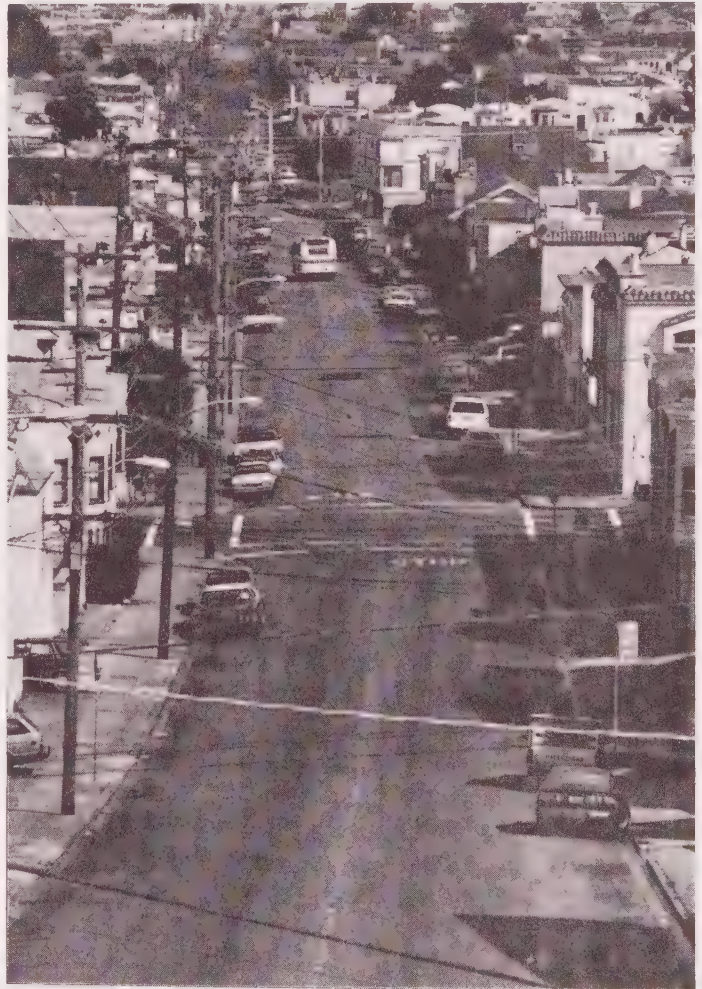
Objective: Efficient circulation system
Responsible Agency: Department of Public Works Engineering and Streets Divisions
Time Frame: Continuous
Funding Source: General Fund

Activity: The City's existing Geo-base Information Management System contains a circulation file. The file is designed to be accessed by a street section numbering system which has not been developed. The Circulation file, as designed, will contain information about the particular street section including: Speed limit, right-of-way width, number of buses per day, bus headways and traffic counts. Although the file exists, no data has been input as the street section numbering system has not been developed. The Engineering Division and Streets Division of the Department of Public Works should develop a street section numbering system and begin entering data in this file. This would create a database which contains records on traffic counts and level of service for the streets and intersections within a particular street section that can be easily updated.

Program 3. Bicycle Operation and Safety Program

Objective: Promote bicycle use
Responsible Agency: Department of Parks and Recreation, Police Department
Time Frame: Annually
Funding Source: General Fund, Local sponsors

Activity: The use of bicycles in Daly City is limited by a number of factors including topography, climate and a safe operating environment. While the City cannot control the weather or change the topography, it can do something to promote a safe operating environment for bicycle usage. The Department of Parks and Recreation in conjunction with the Police Department should sponsor programs on bicycle use and safety. The programs could be conducted on weekends and include speakers from bicycle organizations and transportation agencies such as MTC. Bicycle repair classes could also be offered in conjunction with local bicycle shops.



Older residential streets require special attention

Program 4. Bikeways Designation and Maintenance

Objective: Promote bicycle use

Responsible Agency: Department of Public Works

Time Frame: 1988-89 initially, then continuously

Funding Source: General Fund, State Funds

Activity: There are two existing bikeways designated in Daly City. The City has outlined policies which allow for the creation of additional new bikeways in the City and for the City to adopt the bikeways which the County has designated which traverse through Daly City. The newly designated bikeways should be properly signed and marked according to their classifications in accordance with the California Streets and Highways Code. In order to properly designate the bikeways, the Public Works Department should revise its "Standard Drawings and Specifications Manual" to include such items as bike lane width, sign design and other bikeway design related specifications. The current street cleaning schedule should be reviewed and revised accordingly to include those streets which have been designated as bikeways in order to insure that the bikeways are kept free of debris.

Program 5. Developer Transportation System Improvement Fees Ordinance

Objective: Mitigate adverse transportation impacts

Responsible Agency: Department of Public Works, Department of Economic and Community Development, City Attorney

Time Frame: 1988-89

Funding Source: General Fund

Activity: The City has required that developers of new projects contribute a portion of the costs for transportation system improvements needed to mitigate adverse impacts resulting from the new development. The Department of Public Works in conjunction with the Department of Economic and Community Development should formulate an ordinance which contains a system to calculate the fair share proportion that a developer would be required to contribute for needed transportation system improvements. The fair share proportion should be based on such factors as: intensity or density of the use, extent of the impact, existing traffic densities, intersection level of service and total cost of the improvements.

Program 6. Intermodal Study Improvements

Objective: Traffic safety

Responsible Agency: Department of Public Works

Time Frame: 1988-89

Funding Source: General Fund, Developer in-lieu fees and State and Federal Funds

Activity: The Intermodal Study was prepared in order to make short-range recommendations regarding the redesign of the BART station area and long range analysis to determine appropriate transportation system improvements to be made when the BART turn-around track extension was completed. The short-range improvement program incorporates four primary elements: revised pedestrian flows, relocated transit operations, improved auto circulation, and revised and relocated station parking. In addition, the short-range improvement program includes two options, Option A and Option B, for pedestrian circulation improvements. Option A is recommended as it includes, by design, more extensive mitigations to the pedestrian-vehicle conflict problems which exist. These short-range recommendations should be implemented in a timely manner to insure pedestrian safety and improve vehicular circulation around the BART station area.

Program 7. Transportation System Improvements (Capital Projects Management)

Objective: Traffic safety

Responsible Agency: Department of Public Works

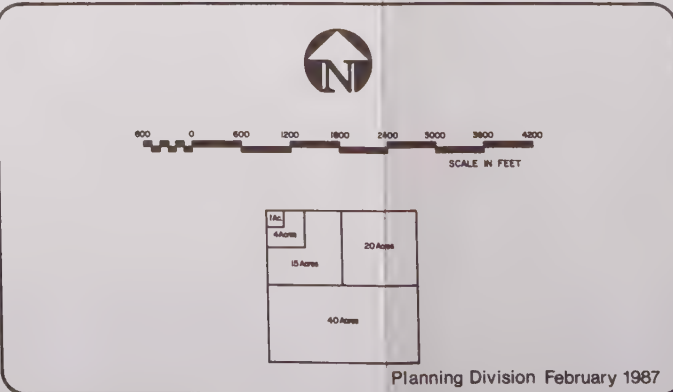
Time Frame: 1988-89

Funding Source: General Fund, Developer in-lieu-fees, Lighting and Landscaping Assessment District funds and State and Federal Funds

Activity: The Department of Public Works updates an annual list of proposed transportation system improvements. The list includes street resurfacing, freeway ramp construction, new traffic signal construction, and utility undergrounding. These proposed projects should be completed within the time frames indicated on the list. Additional improvements such as those indicated on the "Transportation System Improvements" map should be added to the list. The list should be updated on a regular basis and as these and other new projects are added, time frames should be properly phased in order to coordinate any new projects with those on the existing list.

TRANSPORTATION SYSTEM IMPROVEMENTS

-  Traffic Signal
-  Hiking Trail



Appendix A

Level of Service (LOS) Definitions

Highways and Streets:

Level of Service A. A condition of free flow, with low volumes and high speeds, with speeds controlled by driver desires, speed limits, and physical roadway conditions.

Level of Service B. A zone of stable flow, with operating speeds beginning to be restricted somewhat by traffic conditions. Drivers still have reasonable freedom to select their speed and lane selection.

Level of Service C. Still within the zone of stable flow, but speeds and maneuverability are more closely controlled by the higher volumes. Most drivers are restricted in their freedom to select their own speed, change lanes and pass. A relatively satisfactory operating speed is still obtained, with service volumes perhaps suitable for urban design practice.

Level of Service D. Approaching unstable flow, with tolerable operating speeds being maintained though considerably affected by changes in operating conditions. Fluctuations in volume and temporary restrictions to flow may cause substantial drops in operating speeds. Drivers have little freedom to maneuver, and comfort and convenience are low, but conditions can be tolerated for short periods of time.

Level of Service E. Cannot be described by speed alone, but represents operations at even lower operating speeds than in level D, with volumes at or near the capacity of the highway or street. At capacity, speeds are typically, but not always, in the neighborhood of 30 mph. Flow is unstable, and there may be stoppages of momentary duration.

Level of Service F. Forced flow operation at low speeds, where volumes are above capacity. These conditions usually result from queues of vehicles backing up from a restriction downstream.

Signalized Intersections:

Level of Service A. No approach phase of the signal is fully utilized by traffic and no vehicle waits longer than one red light cycle. (Note: An approach phase is one red light cycle for a direction of travel through the intersection.)

Level of Service B. Stable operation with an occasional approach phase fully utilized and substantial number of phases are approaching full use.

Level of Service C. Stable operation where occasionally drivers may have to wait through more than one red signal indication.

Level of Service D. A zone of increasing restriction that is approaching instability. Delays to approaching vehicles may be substantial during short peaks within the peak period, but enough cycles with lower demand occur to permit periodic clearance of developing queues, thus preventing excessive backups.

Level of Service E. Intersection is at capacity. It represents the most vehicles that any particular intersection approach can accommodate. At capacity there may be long queues of vehicles waiting upstream of the intersection and delays may be up to several cycles.

Level of Service F. Represents jammed conditions and gridlock.

Sources: Highway Capacity Manual, 1965. Westside Office Building Final Environmental Impact Report, City of Daly City, 1986.

Appendix B

Level of Service for Selected Intersections in Daly City

This appendix contains a chart on the following page that summarizes the traffic data for thirty-nine intersections. The information was collected from ten different environmental impact reports (EIRs) that were prepared for the City by independent consultants. For a complete understanding of the assumptions used to derive the cumulative level of service (LOS) for the intersections, the reader is referred to the EIR where the intersection in question was analyzed. The EIR's are available for public review at either the Serramonte Library or the Daly City Planning office. Listed below are the sources for the LOS data:

1. Carter-Martin Street Extension Final EIR. Prepared for the City of Daly City, Department of Community Development by Ironside & Associates, March 1982.
2. Carter Street Condominiums Final EIR. Prepared for the City of Daly City, Department of Community Development by Environmental Science Associates, Inc., February 1983.
3. Compass Point Final EIR. Prepared for the City of Daly City, Department of Community Development by Larry Seeman Associates, Inc., August, 1985.
4. Daly City Intermodal Study, Compendium of Working Papers. Prepared for the City of Daly City by DKS Associates, July, 1984.
5. SamTrans Colma Park and Ride Facility Final Environmental Assessment and EIR. Prepared for San Mateo County, Department of Environmental Management; State of California, Department of Transportation; and the U.S. Department of Transportation, Federal Highway Administration by Earth Metrics, Inc., July 1985.
6. Serramonte Del Rey Planned Development Final EIR. Prepared for the City of Daly City, Department of Community Development by Larry Seeman Associates, Inc., August, 1985.
7. Serramonte Park Plaza Final EIR. Prepared for the City of Daly City, Department of Community Development by Larry Seeman Associates, Inc., February, 1986.
8. Victoria Commons Residential Development Draft EIR. Prepared for the City of Daly City, Department of Community Development by ESA, Inc., August, 1986.
9. Westside Office Building Final EIR. Prepared for the City of Daly City, Department of Community Development by Kreines & Kreines, Inc., August 1986.
10. Village in the Park Final EIR. Prepared for the City of Daly City, Department of Community Development by Larry Seeman Associates, Inc., July, 1984.

Level of Service of Selected Intersections

INTERSECTION	Existing		Cumulative	
	A.M.	P.M.	A.M.	P.M.
Guadalupe Canyon Parkway & Bayshore Blvd.	—	A	—	C
Guadalupe Canyon Parkway & Carter St.	—	A	—	C
Geneva Ave. and Carter St.	—	B	—	C
Mission St. & Templeton Ave.	—	A	—	A
Mission St. & Crocker Ave.	—	A	—	B/C
Mission St. , John Daly Blvd. & Wellington St.	—	A	—	A
Hillside Blvd. & East Market St.	—	B	—	C
Hillside Blvd., Chester & A Street	—	B	—	C
Mission St., East Market St. & San Pedro Rd.	—	D	—	D
El Camino Real & F Street	—	A	—	B
John Daly Blvd. & De Long St.	A	B	—	—
John Daly Blvd. & BART Exit	A	A	—	—
John Daly Blvd., Junipero Serra Blvd. & I-280	C	E	—	—
John Daly Blvd. & I-280 On & Off Ramps	A	A	—	—
Junipero Serra Blvd. & North Parkview Ave.	—	B	—	—
Junipero Serra Blvd. & Westlake Ave.	—	C	—	—
Junipero Serra Blvd. & Washington Ave.	A	A	F	F
Sullivan Ave. & Washington Ave.	A	B	F	F
Sullivan Ave. & I-280 Off Ramp	D	E	D	F
Sullivan Ave. & Eastmoor Ave./San Pedro Rd.	C	B/C	D	F
Junipero Serra Blvd. & Eastmoor Ave./San Pedro Rd.	—	D	—	E
Sullivan Ave. & I-280/Rt. 1 On Ramp	—	A	—	—
I-280 Off Ramp & Junipero Serra Blvd.	—	B	—	—
Hickey Blvd. & El Camino Real Blvd.	A	A	A	C
Hickey Blvd., I-280 NB On/Off Ramp & Imperial Way	C	E	F	F
Hickey Blvd. & I-280 SB On/Off Ramp	B	B	D	E
Hickey Blvd. & Gellert Blvd.	B	C/D	D	E
Serramonte Blvd. & Gellert Blvd.	—	C	—	D
Serramonte Blvd. & I-280 SB Off Ramp	—	A	—	A
Serramonte Blvd. & I-280 NB On Ramp	—	A	—	A
Callan Blvd. & Clarinada Ave.	—	A	—	A
Clarinada Ave. & Route 1 On/Off Ramp	—	B	—	D
St. Francis Blvd. & Clarinada Ave.	—	A	—	C
St. Francis Blvd. & Serramonte Blvd.	—	A	—	A
Serramonte Blvd. & Route 1 On/Off Ramp	—	A	—	C
Serramonte Blvd. & Callan Blvd.	—	A	—	C
Hickey Blvd. & Callan Blvd.	—	A	—	C
Hickey Blvd. & St. Francis Blvd.	—	A	—	A
Hickey Blvd. & Route 35	—	C	—	D

Appendix C

Transportation System Improvements

This appendix is intended to show the street and intersection improvements proposed by the City. The list below is to be used in conjunction with Program E listed under Proposed Programs for Circulation in Chapter Six of the Circulation Element.

1. NAME: Sullivan Avenue Widening, Phase I
LOCATION: Washington Avenue to Eastmoor Avenue
TIME FRAME: 1988 construction
2. NAME: Sullivan Avenue Widening, Phase II
LOCATION: Eastmoor Avenue to I-280 On Ramp
TIME FRAME: 1988 design, 1989 construction
3. NAME: Edgeworth Avenue Extension—Pre Design
LOCATION: Pierce Street to Eastmoor Avenue
TIME FRAME: 1988 design
4. NAME: Mission Street/San Jose Avenue Signalization
LOCATION: Mission Street & San Jose Avenue
TIME FRAME: 1988
5. NAME: Junipero Serra Widening
LOCATION: San Pedro Road to Washington Avenue
TIME FRAME: 1988 construction
6. NAME: Bus Route Repairs
LOCATION: Throughout the City
TIME FRAME: Continuous, depending on funding
7. NAME: Street Resurfacing
LOCATION: Throughout the City
TIME FRAME: Continuous project
8. NAME: J.S. /"D" Street Southbound Ramp
LOCATION: Junipero Serra Blvd./D Street & Southbound I-280/Route One On Ramp (new)
TIME FRAME: 1988 preliminary design. Project not funded or approved.
9. NAME: Crocker/Mission Signalization
LOCATION: Crocker Avenue and Mission Street
TIME FRAME: 1988
10. NAME: Sullivan/Southgate Signalization
LOCATION: Sullivan Avenue and Southgate Avenue
TIME FRAME: 1988
11. NAME: J.S./"D" Street & Mission Street Offramp Improvements
LOCATION: I-280 Northbound Offramp at Junipero Serra Blvd., south of D Street
TIME FRAME: 1988-89 construction
12. NAME: Undergrounding Utilities
LOCATION: 89th Street to Washington Avenue & Washington Avenue to Colma City Limits
TIME FRAME: 1988
13. NAME: Undergrounding Utilities
LOCATION: School Street
TIME FRAME: 1988

-
14. NAME: Parkway and Street Landscaping Feasibility Study
LOCATION: Major Arterials and Selected Streets
TIME FRAME: 1988
 15. NAME: Signal Interconnection for Timed Signals
LOCATION: Eastmoor Avenue, Sullivan Avenue, Washington Street, Junipero Serra Boulevard, and San Pedro Road
TIME FRAME: 1988 design study, 1989 construction
 16. NAME: Signal Interconnection for Timed Signals
LOCATION: Geneva Avenue
TIME FRAME: 1988 design study, 1989 construction
 17. NAME: John Daly Signal Modification and Intersection Improvements
LOCATION: John Daly Boulevard, Park Plaza Drive, and Lake Merced Boulevard
TIME FRAME: 1988-89 design study
 18. NAME: John Daly Intersection Improvements
LOCATION: John Daly Boulevard, Sheffield Drive, and Poincetta Drive
TIME FRAME: 1988 design study, 1989-90 construction
 19. NAME: Thornton State Beach Access Road Reconstruction
LOCATION: John Daly Boulevard and Skyline Expressway at Thornton State Beach
TIME FRAME: 1988 design study, 1989-90 construction
 20. NAME: Crocker Avenue Widening
LOCATION: Bellevue Avenue to Pointe Pacific entrance
TIME FRAME: 1988 design, 1991 construction
 21. NAME: Serramonte Ramp Grade Separation
LOCATION: Serramonte Boulevard and I-280
TIME FRAME: 1990-1991
 22. NAME: Sullivan Avenue Widening, Phase III & IV
LOCATION: 89th Street to Washington Avenue
TIME FRAME: 1991-92

Appendix D

1980 Census Journey to Work

City to City Commuters by Mode of Travel

The information presented here was derived from the "1980 Census Journey to Work, City to City Commuters by Mode of Travel San Mateo and Santa Clara Counties" Data Release #6 June 1986, by the Metropolitan Transportation Commission. The information was compiled by MTC from the Urban Transportation Planning Package (UTPP) tape file, version 7/6/84, tract level summary. The Journey to Work data shows the number of worker flows from city (place) of residence to city (place) of work by selected mode of travel as reported in the 1980 Census. The mode of travel aggregations presented in the following tables are described below:

<u>MODE</u>	<u>MODE DESCRIPTION</u>
TOTAL	Total modes, including work at home
D/A	Drive Alone
S/R	Shared Ride: 2 plus person carpool
TRANSIT	Transit passenger
PERSON	"Person" Commuter: Summation of D/A, S/R and TRANSIT
WALK	Walk Only
BICYCLE	Bicycle Only
OTHER	Other means: Taxi, plus motorcycle rider or passenger, plus other modes (presumed to include ferry passengers.)
TRAVELS	Traveler: Summation of PERSON, WALK, BICYCLE and OTHER modes.
HOME	Work at home.
DRIVER	Vehicle Driver: Summation of drive alone and shared ride vehicles.

Data release #6 aggregates the data by City, County and MTC superdistrict. There are 34 superdistricts in the nine-county Bay Area. The information at the superdistrict level includes those unincorporated parts of the County within the superdistrict. For Daly City, the information presented in the two following tables; Journey to Work To Daly City by Travel Mode and Journey to Work From Daly City by Travel Mode, individual City data was aggregated into three zones which correspond to superdistrict boundaries. The data for Daly City, San Francisco and the remaining Counties was reported individually and the unincorporated areas were reported as "Rest of SD-05,06 or 07." The tables on the following pages illustrate the Journey to Work to Daly City and from Daly City data.

Journey to Work to Daly City by Mode of Travel

Place of Residence	Total	D/A	S/R	Transit	Person	Walk	Bicycle	Other	Travels	Home	Driver
Zone 1											
Brisbane	27	27	0	0	27	0	0	0	27	0	27
Pacifica	1,327	1,122	166	18	1,306	0	11	10	1,327	0	1,204
San Bruno	914	802	70	30	902	12	0	0	914	0	838
S. S. Francisco	1,300	1,024	190	49	1,263	0	12	25	1,300	0	1,108
Rest of SD-05	376	277	50	0	327	43	6	0	376	0	298
Subtotal	3,944	3,252	476	97	3,825	55	29	35	3,944	0	3,475
Zone 2											
Belmont	57	57	0	0	57	0	0	0	57	0	57
Burlingame	205	150	55	0	205	0	0	0	205	0	179
Foster City	105	91	14	0	105	0	0	0	105	0	98
Half Moon Bay	47	37	10	0	47	0	0	0	47	0	42
Hillsborough	83	72	11	0	83	0	0	0	83	0	78
Millbrae	210	210	0	0	210	0	0	0	210	0	210
San Carlos	89	72	17	0	89	0	0	0	89	0	78
San Mateo	540	414	108	0	522	11	7	0	540	0	464
Rest of SD-06	237	201	36	0	237	0	0	0	237	0	219
Subtotal	1,573	1,304	251	0	1,555	11	7	0	1,573	0	1,425
Zone 3											
Atherton	21	21	0	0	21	0	0	0	21	0	21
Menlo Park	13	13	0	0	13	0	0	0	13	0	13
Redwood City	164	100	50	14	164	0	0	0	164	0	125
N. Fair Oaks	31	18	0	0	18	0	0	13	31	0	18
Woodside	118	53	65	0	118	0	0	0	118	0	75
Rest of SD-07	104	53	28	0	81	23	0	0	104	0	59
Subtotal	451	258	143	14	415	23	0	13	451	0	311
Daly City	5,008	2,911	757	411	4,079	481	29	87	4,676	332	3,260
San Francisco	3,851	2,859	510	407	3,776	57	0	18	3,851	0	3,097
Santa Clara Co.	106	106	0	0	106	0	0	0	106	0	106
Alameda Co.	460	263	118	79	460	0	0	0	460	0	319
Contra Costa Co.	256	149	49	58	256	0	0	0	256	0	175
Solano Co.	30	30	0	0	30	0	0	0	30	0	30
Marin Co.	257	206	51	0	257	0	0	0	257	0	225
Total	15,936	11,338	2,355	1,066	14,759	627	65	153	15,604	332	12,423

Journey to Work from Daly City by Mode of Travel

Place of Work	Total	D/A	S/R	Transit	Person	Walk	Bicycle	Other	Travels	Home	Driver
Zone 1											
Brisbane	285	187	98	0	285	0	0	0	285	0	228
Pacifica	264	190	40	34	264	0	0	0	264	0	211
San Bruno	648	506	90	46	642	0	0	6	648	0	546
S. S. Francisco	2,381	1,841	303	175	2,319	14	0	48	2,381	0	1,968
Rest of SD-05	802	636	126	23	785	0	0	17	802	0	696
Subtotal	4,380	3,360	657	278	4,295	14	0	71	4,380	0	3,649
Zone 2											
Belmont	134	117	17	0	134	0	0	0	134	0	124
Burlingame	820	591	151	55	797	0	0	23	820	0	662
Foster City	8	8	0	0	8	0	0	0	8	0	8
Half Moon Bay	17	17	0	0	17	0	0	0	17	0	17
Hillsborough	9	9	0	0	9	0	0	0	9	0	9
Millbrae	249	149	83	0	232	0	0	17	249	0	190
San Carlos	142	80	52	10	142	0	0	0	142	0	105
San Mateo	604	327	152	93	572	0	0	32	604	0	390
Rest of SD-06	25	25	0	0	25	0	0	0	25	0	25
Subtotal	2,008	1,323	455	158	1,936	0	0	72	2,008	0	1,530
Zone 3											
Atherton	32	23	0	0	23	0	0	9	32	0	23
Menlo Park	118	28	55	35	118	0	0	0	118	0	47
Redwood City	309	255	45	9	309	0	0	0	309	0	276
Rest of SD-07	101	43	41	17	101	0	0	0	101	0	65
Subtotal	2,593	1,697	596	219	2,512	0	0	81	2,593	0	1,966
Daly City	5,008	2,911	757	411	4,079	481	29	87	4,676	332	3,260
San Francisco	24,577	11,667	5,784	6,414	23,865	54	12	646	24,577	0	14,257
Santa Clara Co.	499	270	213	0	483	7	0	9	499	0	359
Alameda Co.	1,028	700	195	123	1,018	0	0	10	1,028	0	784
Contra Costa Co.	283	198	60	16	274	0	0	9	283	0	223
Solano Co.	75	65	10	0	75	0	0	0	75	0	70
Marin Co.	207	130	61	16	207	0	0	0	207	0	159
Total	38,593	20,950	8,333	7,477	36,760	556	41	904	38,261	332	24,679

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